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Urban Boundaries Element

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An Element of the
Tulare County General Plan

Prepared by Tulare County Planning Department



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Urban Boundaries Element

County planning Tulare Co.
City boundaries " "
in growth "

**An Element of the
Tulare County General Plan**

Prepared by Tulare County Planning Department

Urban Boundaries Element

**An element of the
Tulare County General Plan
December, 1974**

**Adopted: Tulare County Planning Commission
Resolution 4081 March 13, 1974**

**Adopted: Tulare County Board of Supervisors
Resolution 74-1924 July 2, 1974**

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INCORPORATED CITIES

City of Dinuba	City of Porterville
City of Exeter	City of Tulare
City of Farmersville	City of Visalia
City of Lindsay	City of Woodlake

UNINCORPORATED COMMUNITIES

Alpaugh	Pixley
Cutler-Orosi	Plainview
Ducor	Poplar-Cotton Center
Earlimart	Richgrove
East Orosi	Strathmore
Goshen	Terra Bella
Ivanhoe	Tipton
Lemon Cove	Traver
London	Woodville

BORDER CITIES

Kingsburg
Delano

Urban Boundaries Policies



URBAN BOUNDARIES POLICIES

A. ADVANCE PLANNING

A-1. This plan element establishes Urban Area Boundaries which define the ultimate growth areas around incorporated cities in which the County and cities will coordinate plans, policies and standards relating to building construction, subdivision development, land use and zoning regulations, street and highway construction, public utility systems, environmental impact reports, and other closely related matters affecting the orderly development of urban fringe areas.

A-2. Urban Area Boundaries are established around the viable, unincorporated communities in the County to serve as official urban planning areas for these communities. The unincorporated communities for which Urban Area Boundaries are identified are as follows: Cutler-Orosi, Ducor, Earlimart, East Orosi, Goshen, Ivanhoe, Lemon Cove, London, Pixley, Plainview, Poplar-Cotton Center, Richgrove, Strathmore, Terra Bella, Tipton, Traver, Woodville, and Alpaugh.

A-3. It is recognized that these boundaries provide an official definition of the ultimate interface between future urban and agricultural land uses.

A-4. A land use plan is to be developed for each community with an Urban Area Boundary specifying desired densities and land use categories, with particular attention to defining suitable areas for the full range of urban and suburban development. Such plans shall recognize the short and long term ability of each community to provide necessary urban services within its Urban Area Boundary and shall cover the area contained within the Boundary.

A-5. This plan element establishes Urban Improvement Areas around all the incorporated cities and the following unincorporated towns: Cutler-Orosi, Earlimart, Goshen, Ivanhoe, Pixley, Strathmore, Terra Bella and Tipton. Within these areas it shall be the policy of the County to ensure development to full urban standard. Such improvements may include curbs, gutters, sidewalks, community sewer and water systems, etc. Urban Improvement Areas should never extend beyond the limits of the Urban Area Boundaries, and should be based on that area which will probably be subject to urbanization within a twenty year period, as opposed to ultimate growth limits defined by Urban Area Boundaries.

A-6. Urban Improvement Areas identify areas which are hereby set aside for those types of urban land uses which benefit from urban services. Conversely, those types of permanent uses which do not benefit from such services should be discouraged within those areas. This is not intended to prohibit the County from permitting rural uses of a temporary nature provided that such uses are time-limited through conditional use procedure.

A-7. To the extent possible, any conversion of agricultural or open land to urban development within urban boundaries should be as an extension of the existing urban area of the community. Urban Area Boundaries and Urban Improvement Areas shall not be used as justification for leap-frog development.

A-8. Urban Area Boundaries and the Spheres of Influence as administered by the Local Agency Formation Commission should be consistent at all times insofar as it is administratively feasible to do so (see Policy Statement D-3). Such policy applies only to incorporated cities. Unincorporated communities are normally provided with urban services (water and sewer) by means of a special district. In some cases these districts provide rural services as well as urban. In order to carry out the intent of this policy LAFCO should distinguish between "urban" and "rural" Spheres of Influence for special districts which provide both types of services. Thus, if the community is served by a special

district, the Urban Area Boundary should be consistent with the district's "urban" Sphere of Influence.

A-9. At some future date, Urban Boundaries and Urban Improvement Areas are to be adopted around the communities of Camp Nelson, Springville and Three Rivers with the understanding that standards relating to the growth and development of these communities should be related to mountain conditions. In addition, Urban Boundaries should eventually be delineated around the Allensworth State Historical Park site.

A-10. Urban Area Boundaries and Urban Improvement Areas shall be reviewed at least once every 5 years to determine if boundary changes are justified, or if additional boundaries are needed for communities not considered herein. However, a review may be conducted at any time on request of the affected city or agency.

B. CURRENT PLANNING

B-1. A program is to be initiated with each city to prezone unincorporated areas within their respective Urban Area Boundaries. Such a program should be closely coordinated with the County, and should be consistent with the land use plans prepared pursuant to Policy Statement No. A-4.

B-2. County zoning consistent with adopted land use plans is to be applied to all unincorporated areas within Urban Area Boundaries. To the extent possible, such County zoning should be compatible with, and convertible to, municipal zoning. This shall not preclude the use of agricultural zoning as a holding zone until demand and changing conditions warrant application of other zoning categories.

B-3. The County should grant "automatic" approval of individual applications for agricultural preserves located outside Urban Area Boundaries assuming the area involved is consistent with the intent of the Williamson Act. This policy also carries with it the understanding that applications for preserves within Urban Area Boundaries should not be approved unless it is demonstrated that:

1. The effective restriction of such land to agricultural use would not detrimentally affect the growth of the community involved for the succeeding 10 years or,
2. The property in question has special values for open space or recreation or,

3. The contract is consistent with the publicly desirable future use and control of the land in question.

B-4. Every contracted agricultural preserve located within Urban Boundaries is to be reviewed at five year intervals. The purpose of the review is to determine whether any community in the County is unduly constrained or confined by lands contracted under the Williamson Act. It should be the responsibility of the County to initiate nonrenewal procedure for any contracted preserve which is found to inhibit the growth of a community. The Williamson Act review should be closely coordinated with the review of Urban Boundaries outlined in A-10.

B-5. The Local Agency Formation Commission should adopt a policy which states that agricultural preserves located outside Urban Area Boundaries shall not be subject to protest by individual cities. Such policy should also state that protests against agricultural preserves within Urban Area Boundaries be upheld unless it is found that a preserve is consistent with the publicly desirable future use and control of the land in question.

B-6. The existing County census boundaries are to be altered to be consistent with Urban Area Boundaries. This should be accomplished before the decennial census of 1980.

C. ORDINANCE

C-1. The Zoning Ordinance (basic Ordinance No. 352 as amended) is to be amended to require that the Urban Area Boundaries be used as a general guide for the application of urban and suburban type zoning (as opposed to agricultural zoning). This may be accomplished by adding preambles to each zoning category which state the conditions under which the zone may be applied. (However, the amendment should recognize certain situations which would justify deviations from this rule.)

C-2. Urban Area Boundaries and Urban Improvement Areas shall be delineated on the base of the County Zoning Map for reference purposes.

C-3. Subdivision and parcel map regulations (Sections 7000-7125 of Tulare County Ordinance Code) are to be amended to require that all subdivision and parcel maps within Urban Improvement Areas be developed consistent with urban standards and densities. If for any reason the Planning Commission and Board of Supervisors finds that it is consistent with General Plan Objectives to approve developments in Urban Improvement Areas which result in rural or suburban densities,

such developments should be designed in such a way that urban densities could be accommodated in the future (convertible lot design).

C-4. Parcel map requirements are to be amended to eliminate private road easements within Urban Improvement Areas. All new parcels created under parcel map procedure within Urban Improvement Areas should be served by public access.

C-5. Parcel map requirements are to be amended to provide for the full range of improvements as a condition of approval for all new parcels having a gross area of less than 2.5 acres, or less than 200 feet of frontage on a public right-of-way, located within Urban Improvement Areas.

C-6. Where desirable, the improvements specified above in Recommendation C-5 should be installed at the time the property is developed. This would be accomplished best by conditioning the issuance of building permits upon the installation of street improvements, rather than requiring such improvements at the time the parcel map is approved.

C-7. In cases where a parcel map is not involved, the Uniform Building Code should be amended to require road improvements, including curbs and gutters, to be installed as a condition of the issuance of a building permit on any property located within Urban Improvement Areas.

C-8. The existing Metropolitan Boundaries established under the street naming and house numbering ordinance (Sections 7539-7564 of the Ordinance Code) are to be amended to make them consistent with Urban Area Boundaries. (This project is to be given a low priority in relationship to the other projects stated herein.)

C-9. The County Zoning Ordinance (basic Ordinance No. 352 as amended) is to be amended to establish minimum off-street parking standards in C-1 and C-2 Zones as a necessary urban improvement within Urban Improvement Areas.

D. MANAGEMENT

D-1. A city shall be afforded the right of review and comment whenever the County Planning Commission or Board of Supervisors considers matters affecting the unincorporated areas within each city's Urban Area Boundary. Opinions and recommendations voiced by the city on such referral matters should be given importance in rendering final decisions.

D-2. Lines of communication are to be established so that each city will keep the County informed of changes in municipal plans, policies and land use regulations.

D-3. In order to officially alter an Urban Area Boundary, all the agencies which administer policies and programs related to the boundaries should agree on the change. These agencies include the Tulare County Planning Commission, the Tulare County Board of Supervisors, the affected city planning commission and council, the Local Agency Formation Commission, and the Tulare County Association of Governments. (It is suggested that, in order to effectuate any change in Urban Area Boundaries, concurrent hearings be held by the Local Agency Formation Commis-

sion, the Tulare County Association of Governments, and the Tulare County Planning Commission; thus, consistency will be assured between the Urban Area Boundaries and the Spheres of Influence on a continuous basis.)

D-4. A Uniform Improvement Standards Committee, composed of representatives of each City and County, should be formulated to develop a common set of major improvement standards to be applied uniformly in all areas within the Urban Improvement Areas.

Introduction



CHAPTER I INTRODUCTION

A. GOALS

Decision-makers continually find themselves faced with the problem of determining appropriate policies for growth and attendant development standards within urban and non-urban areas. Until recently, however, there has been no attempt to officially identify and designate a rational interface between such areas. In response to a growing public concern regarding the ability of local government to properly plan and provide for the orderly growth of urban areas, the Tulare County Planning Department undertook a comprehensive study designed to delineate those areas of the County which will accommodate future urban growth.

The principal goals of the Urban Boundaries Element may be summarized as follows:

- (1) *The retention of community identity and enhancement of efficiencies in the provision of essential services by means of a framework of urban-related programs and policies designed to serve specific urban planning areas.*
- (2) *The preservation of the agricultural economic base and open space resources of the County through the implementation of resource management programs within authentic agricultural areas and the identification of maximum growth parameters for all urban settlements located within the County.*

- (3) *The development of realistic and technically defensible planning areas which could ultimately be used as rationale for the delineation of taxing entities to serve areas requiring differing levels of service.*
- (4) *The provision of an orderly framework within which corporate annexations may take place.*
- (5) *The provision of a mechanism for developing appropriate matching physical systems, such as streets, sidewalks, sewer, water, gas, electric circulation, and appearance factors within urbanizing areas.*

The identification of Urban Boundaries is not specified as either a mandatory or permissive element of a General Plan in State Planning Law.¹ The major function of the program will be its value in the decision-making process in solving land use controversies. The Urban Boundaries program graphically portrays the specific areas when and where urban development should logically take place; thus, it provides a base from which to evaluate land development proposals.

Urban Boundaries can provide decision-makers with the most current and up-to-date information when making judgements regarding land use and zoning decisions, allocation of funds for public improvements, and similar functions. This is because Urban Boundaries provide a realistic framework within which data inventories for urban areas may be structured and maintained. The data generated from this process can also be utilized in the development of the general and precise planning programs now required by State Law.

B. HISTORICAL PERSPECTIVE

B-1. Metropolitan Boundary Lines. In the early 1960's, the County delineated Metropolitan Boundary Lines around each incorporated city and some unincorporated communities in the County. These Metropolitan Boundaries were established for the sole purpose of providing a matching line between City and County street naming and house numbering systems and, hence, have no functional relationship to projected urban development. This last fact was unfortunate because, lacking any other official definition of the urbanizing area of the County, local agencies have in the past consistently misinterpreted the true function of the Metropolitan Boundary and used it as a basis for planning decisions.

The Metropolitan Boundaries provide a systematic solution to the problem of integrating house numbering and street names and, therefore, should not be abandoned.

However, it has become apparent in recent years that a functional definition of what is truly urban, and what is essentially rural, needs to be established.

B-2 Spheres of Influence.

According to recent changes in State Law (1971- AB 2870) each Local Agency Formation Commission (LAFCO) in the State is required to determine the "sphere of influence" of each local governmental agency (including special districts) within its jurisdiction. A sphere of influence means a plan for the probable ultimate physical boundaries and service areas for each agency for a specified amount of time, usually 10 to 20 years. These spheres of influence are to be used as a basis for decisions on proposals which have LAFCO jurisdiction (i.e., corporate annexations, deletions, dissolutions or formations).

The spheres were to be based upon the following State-mandated criteria:

1. The maximum possible service area of the agency based upon present and possible service capabilities of the agency.
2. The range of services the agency is providing or could provide.
3. The projected future population growth of the community (a 20 year forecast was used).
4. The type of development occurring or planned for the area, including but not limited to, residential, commercial and industrial developments.
5. The present and probable future service needs of the area.
6. Local governmental agencies presently providing services to such area and present level, range and adequacy of services provided by such existing local governmental agencies.
7. The existence of social and economic interdependence and interaction between the area within the boundaries of a local governmental agency and the area which surrounds it and which could be considered within the agency's sphere of influence.

At this time, the County Planning Department was developing a program for the identification of urban planning areas. It utilized a data base and rationale

¹The State Planning and Zoning Law provides that a general plan may consist of any element dealing with subjects which in the judgment of the local planning agency relate to the physical development of the County or city.

comparable to that required for the establishment of spheres of influence for LAFCO (although the terminology used was "Urban Boundaries"). The Local Agency Formation Commission therefore authorized the development of spheres of influence based upon the material contained in the Urban Boundaries Study, with the assistance of the incorporated cities. These were adopted for each incorporated city in the County on March 15, 1972.

B-3. Urban Boundaries.

Following the lead of the Local Agency Formation Commission, in January, 1973, the Board of Supervisors adopted Urban Area Boundaries around the eight incorporated cities as an Element of the County General Plan. In addition, the Tulare County Association of Governments adopted the same boundaries in June, 1972.² These urban boundaries were identical in all respects to the Spheres of Influence approved by LAFCO.³ Action on proposed County policies that would be tied to urban boundaries was delayed.

A committee formulated to study various changes in the parcel map regulations submitted a report and recommendations to the Board of Supervisors in November, 1972. The basic thrust of the committee's recommendations was that all development of an urban character within the urbanizing areas of the County be required to meet certain urban improvement standards and regulations. The committee found that in order to make such regulations equitable for all persons affected, they should be made conditions of approval not only for parcel maps, but for any permit (including building permits) issued within the urbanizing areas. Furthermore, the committee determined that to stipulate such regulations for the Sphere of Influence/Urban Area Boundary (the ultimate growth parameter) would be unrealistic, too restrictive, and difficult to enforce. Instead, the committee recommended a second boundary within the ultimate growth line which would be more realistically defined in terms of each community's twenty-year growth potential.

Thus, it is the intention of this plan element to identify two parameters -- Urban Area Boundaries and Urban Improvement Areas -- around each city and each viable, unincorporated community, to be used in concert with the existing spheres of influence adopted by LAFCO.

²The Spheres of Influence were used to define the urban expansion areas which were delineated on the Open Space Element of the ERME.

³There was one minor exception: a 20 acre subdivision located on the north side of Highway 137, east of Tulare was overlooked when the Spheres of Influence were adopted. This subdivision was included in the Tulare Urban Area Boundary.

C. TOWARD A COMPREHENSIVE GROWTH POLICY

An Urban Area Boundary is the final interface line which separates future urban and rural land uses, as well as the application of standards and regulations which govern these uses. The identification of the Urban Area Boundary amounts to a recognition of an official urban planning area around each community in the County. To date, Urban Area Boundaries have been officially adopted around the cities of Dinuba, Exeter, Farmersville, Lindsay, Porterville, Tulare, Visalia and Woodlake. It is essential that similar planning areas be adopted around all viable communities within Tulare County. These planning areas are needed in order to define a region within which urban land use planning programs and policies may be applied.

The Urban Area Boundaries will establish those areas around the incorporated cities where the County and cities will coordinate plans, policies and standards relating to building construction, parcel mapping, subdivision development, land use and zoning regulations, street and highway construction, public utility systems and other closely related matters affecting the orderly development of urban fringe areas. Thus, it is anticipated that this plan element will pave the way for more specific plans, policies and ordinance changes which serve these purposes.

Urban Improvement Areas establish the spatial limits around communities within which it will be the policy of the County to ensure development to full urban standards including curbs, gutters, sidewalks, streets, and community water and sewer systems. These Urban Improvement Areas are generally defined on the basis of that area which will probably be subject to urbanization, or will have an urban character within a twenty-year period. Since Urban Area Boundaries are intended to define ultimate urban expansion areas, it is logical to assume that Urban Improvement Areas will never be required outside Urban Area Boundaries.

The area which lies between the Urban Improvement Area and the Urban Area Boundary is essentially a "holding zone" or "transitional area." Although it is the policy of the County that this area will at sometime become appropriate for urban development, no public purpose could be served at present by permitting intensive development therein. As communities grow and expand, it is logical to assume the Urban Improvement Areas will be correspondingly expanded, until they coincide with the ultimate Urban Area Boundary.

The Urban Area Boundary lines should not be considered as the final limitation of urban development, although they approximate the probable ultimate configuration of the community. In fact, a vital ingredient of the program will be to reevaluate and (if justified) revise the Urban Area Boundaries at appropriate intervals. They may be expanded or reduced in area. However, the negative effects of expansion of other uses into prime agricultural land should not be ignored. The County and cities should endeavor to encourage a gradual increase in the density of urban activities within Urban Improvement Areas and to avoid "premature" extensions into viable agricultural areas. "Leapfrog" development should be discouraged, even within the Urban Area Boundaries.

It should be clear that urban boundaries and its attendant policies enhance the evolution of a comprehensive growth policy for the County. As illustrated by the map on the following page, growth and development policies take form as a series of geographical areas or regions, each of which is managed or governed by a different set of development standards, regulations and programs. Briefly, each of these areas is described as follows:

- 1. Urban Boundaries for incorporated cities and viable unincorporated communities** - By 1990 approximately 80% of the population of Tulare County will reside within these areas. Accordingly, urban-oriented programs, policies and standards must be developed for and intensified within these areas to assure that the urbanization process occurs in a rational order. Such programs and policies would include urban zoning and subdivision regulation, urban design standards, location of public facilities and development within established transportation networks.
- 2. Rural-Agricultural Open Space** - As it is a fundamental objective in Tulare County that agriculture be retained as the County's primary industry, it is important that authentic rural-agricultural areas be allowed to grow and prosper. Rural-agricultural development standards as expressed in the Land Conservation Act, various agricultural programs, and exclusive agriculture and open space zoning serve to meet these objectives and would be emphasized in these areas.
- 3. Foothill and Mountainous Areas** - Essentially the same standards applied in the rural-agricultural region apply as well in foothill and mountainous areas. In addition, some portions of foothill and mountain areas are con-

sidered appropriate for recreation and limited rural-residential activities. However, because of the marginal capability of this area and its relatively fragile environment, development within the foothills and mountains has historically been of concern to County administrators. This concern is expressed in the County's mountain subdivision standards which overlay the rural-agricultural standards described above.

- 4. Urban and Scenic Corridors** - To date, four high-impact corridors along transportation routes in Tulare County have been identified as having special qualities or values worthy of preservation or enhancement. These corridors take two forms: (1) Urban corridors (Hwy 65 in Porterville, and Mooney Blvd.) where excessive pressures of urbanization have made it necessary to develop certain design criteria in order to enhance the urban environment and (2) Scenic Corridors (Hwy 190 and 198) where special scenic values deserve both emphasis and preservation.
- 5. National and State Lands** - A variety of management programs relating to the limitations and capabilities of the land are administered on Federal and State lands. These areas comprise the most marginal habitats in the County where special care must be taken to preserve environmental resources such as rangelands, timber production, parks and recreation, and wilderness areas.

A secondary function of Urban Boundaries is to preserve and protect the agricultural economic base of the County by identifying the breakpoint between authentic rural economic areas and potential urban development areas. A negative by-product of the horizontal expansion of urban places is its impact upon the agricultural industry of the County. It is estimated that Tulare County contains 685,000 acres of prime soils within its boundaries. However, it is a true, if unfortunate, fact that nearly all of the eight incorporated cities and most of the unincorporated communities are located on these prime soils (approximately 23,000 acres). Therefore, the gradual expansion of urban areas invariably results in the loss of a vital economic resource to the County.

In order to forestall this inevitable process, the County will seek to limit urban growth within the adopted Urban Area Boundaries; conversely, programs and policies relating to the rural-agricultural segment of the County will be implemented outside the boundary lines.

DESIGNATED POLICY AREAS

MAP OF URBAN AREAS AND URBAN AREA BOUNDARIES

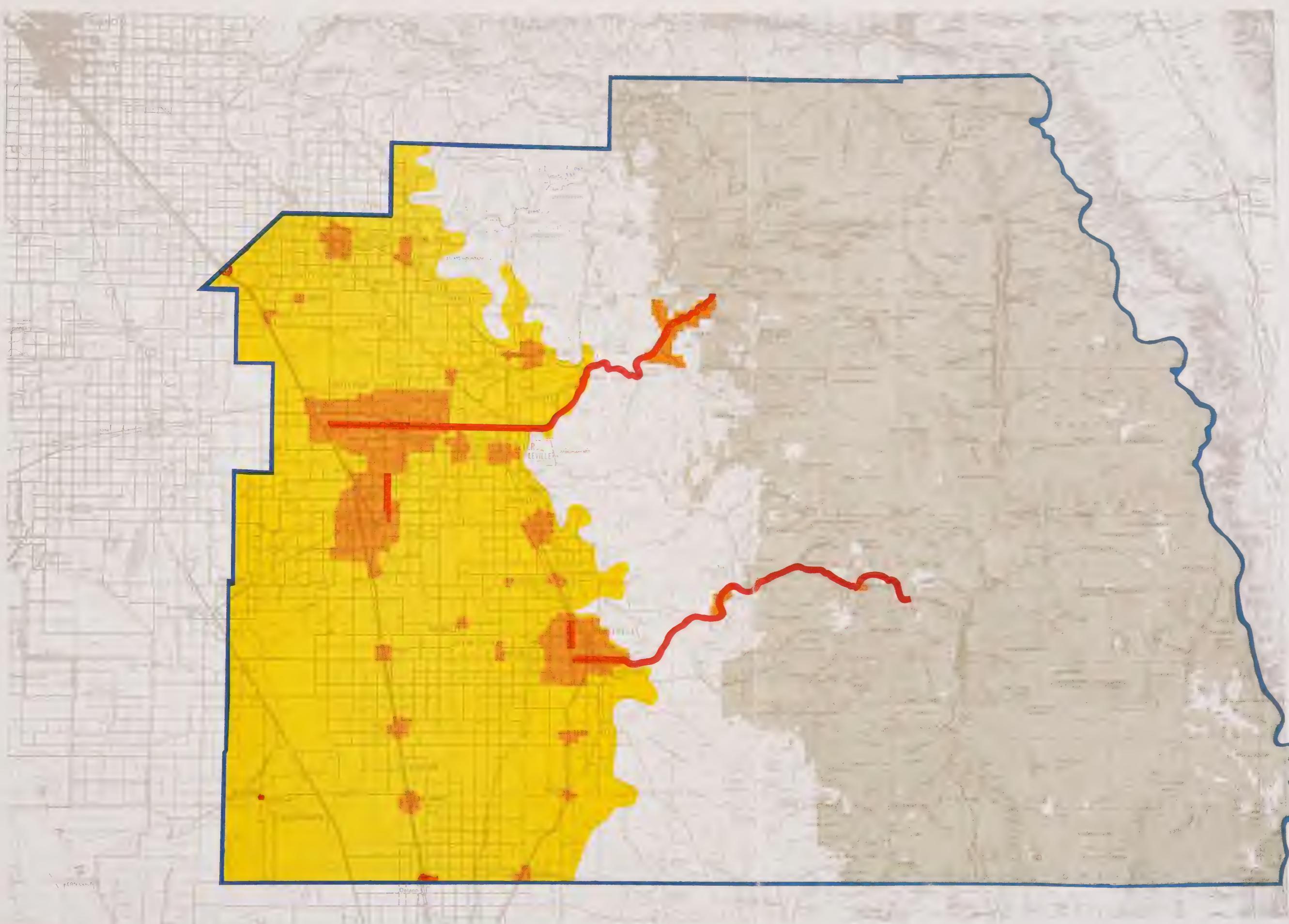
This map of Tulare County shows Urban Boundary areas and Windshed areas around urban places. Tulare County has adopted Urban Boundaries around all of its incorporated cities and most of its unincorporated communities. There are many reasons for the adoption of these lines. One of the most important reasons is for the recognition of the critical importance of agriculture to the economy of the County. At the same time, it is a valuable device to protect urban land users and dwellers from conflicts with rural uses through the exclusion of one use from the other.

These conflicts are particularly intense in connection with kinds of uses which produce airborne things such as dust, odor and noise. It helps to separate traffic and provide for specific places to carry out urban and rural land uses. The use of these principles automatically mitigates many of the environmental effects otherwise arising from animal raising operations.

In addition to encouraging agricultural uses to remain outside urban area boundaries, a Windshed area has been adopted within which land uses such as large animal raising facilities are discouraged. Records of court cases involving nuisances related to animal agriculture indicate the feeder or dairymen often is forced to move or curtail his operations. The use of Windshed areas may avoid the need for such moves or curtailment.

The Urban Area Boundaries have their roots in the boundaries established by the Local Agency Formation Commission several years ago to precisely establish policy lines for that agency's determinations related to annexations proposed.

The current Urban Area Boundaries relate to all of the General Plan Elements. Open Space and Conservation are well served by adherence to these principles. Public safety programs can be made more efficient and less expensive as these policies are carried out. Land Use and Circulation are critically enhanced by the application of the policies in the Urban Area Boundaries Element. In short, all aspects of public planning and private development may benefit.



DESIGNATED POLICY AREAS

TULARE COUNTY

LEGEND

- URBANIZING AREAS FOR INCORPORATED CITIES AND Viable UNINCORPORATED COMMUNITIES
- RURAL-AGRICULTURAL AREAS
- URBAN AND SCENIC CORRIDORS
- NATIONAL AND STATE LANDS
- FOOTHILL AND MOUNTAINOUS AREAS

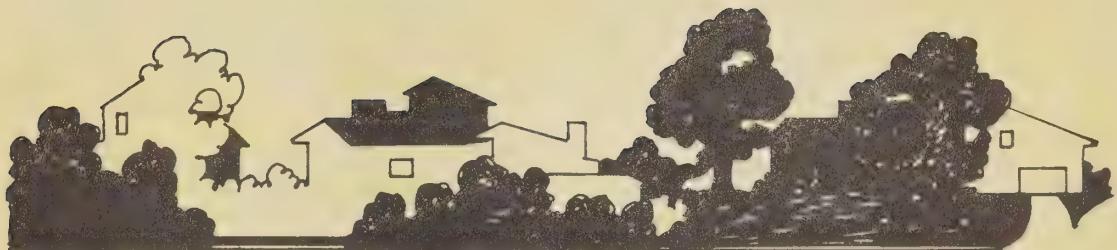
Sources: Tulare County Planning Department



0 1 2 3 4 5 6 MILES
SCALE

PREPARED BY TULARE COUNTY PLANNING DEPARTMENT

Methodology



CHAPTER II METHODOLOGY

A. CRITERIA

It was necessary to collect and analyze an extensive amount of data to establish the criteria from which the Urban Boundaries would be determined. In the case of Urban Improvement Areas, the purpose of the study was to define the probable 20-year urban limits for each community. The information that was accumulated to provide the basis for defining Urban Improvement Areas is as follows:

1. **Forecasted Urban Land Demand to 1990** - The amount of land necessary to accommodate urbanization for a 20-year growth period provides the most realistic approximation of the peripheral area of a community in which urban improvements should be required. Therefore, a 20-year land demand was determined for each community through an analysis of historical development trends, existing development characteristics and densities, and projected population growth to 1990.

2. **Projected 1990 Water-Sewer Service Areas** - The ability of each community to provide an infrastructure of water and sewer services to urbanizing areas will be a significant controlling factor in the shaping of the community of 1990. This determination was a major finding of the Water and Liquid Waste Management Plan Element (December, 1971).
3. **Community Service Ability** - The ability of the community to provide other urban-related services is also a determinant of the future growth of the community. To assess this factor, information was collected regarding police and fire protection, educational facilities, libraries, medical and health services, solid waste management, and other similar services.
4. **Incentives for growth** - "Growth generators" such as existing or future freeway routes, shopping center sites and educational facilities, and their anticipated effect upon directions of urban expansion was examined. In a related study, an analysis of the anticipated effect of the economic climate of the County upon the growth potentials of its cities and communities was undertaken.
5. **Obstacles to growth** - Natural obstructions such as flood plains, difficult soils and rocky, steeply sloping lands have a retarding influence on growth potentials and help to force the direction of urban expansion into other, more acceptable areas. "Man-made" obstacles such as poor housing areas and properties under agricultural preserve contract, act in a similar fashion. Both natural and man-made obstacles were taken into account in determining the direction of growth for each community.
6. **County and City General Plans and Zoning Patterns** - The officially adopted standards of land use development and controls act as guidelines for the expansion of each community. Most of the unincorporated fringe areas of the eight cities and many of the viable, unincorporated communities are classified A-1 and are thus, currently in a "holding" zone. Development of precise land use plans and zoning controls for these areas is ongoing, in cooperation with affected communities.

The Urban Area Boundary, if it is to constitute an ultimate urban limit must, obviously, be larger than projected urban land demand to 1990. The boundary should

be drafted in such a way as to approximate the probable ultimate configuration of the community. In order to accomplish this task necessitates consideration of the same criteria used to establish Urban Improvement Areas, plus the following additional factors:

1. **Ultimate Urban Service Areas** - The Urban Area Boundary must be related to the projected ultimate future service areas for water and sewer facilities and the ability of the city to provide other urban-related services.
2. **Retail service area** - It was found that an estimation of the retail market area of each community would not only be useful in shaping the Urban Area Boundaries, but would provide documentation for other studies conducted by the Planning Department. A generalized study was undertaken to analyze newspaper circulation areas, gas and electric service districts, postal service areas, high school districts, telephone service areas and retail gravitation areas.⁴
3. **Miscellaneous boundaries** - The existence of many man-made boundaries around each community provided a useful measure for comparative analysis in the final determination of the Urban Area Boundary. The following boundary lines were displayed and analyzed: existing Metropolitan Boundaries⁵; supervisorial and judicial boundary lines; State Division of Highways "1990 Urban Area Line"⁶; the Area General Plan urbanized area for 1980 and 1985; and various special district boundaries.
4. **City Incorporated Boundaries** - The Urban Area Boundary should include all areas within existing city boundaries except for isolated public facilities, such as sewage treatment plants, solid waste disposal sites, airports, etc.
5. **Census Boundaries** - Where Urban Area Boundaries would not be unduly compromised, they should be aligned according to census or statistical divisions. To do so would provide an excellent statistical base for each community.

⁴The retail gravitation area is an approximation of the economic drawing power of each community to its hinterland as indicated through the use of a mathematical model.

⁵Established for purposes of differentiation between city and County house numbering and street naming systems.

⁶Established in 1970 by brief examination of urban growth potentials for each incorporated city within the County.

6. **Socio-economic Factors** - The extent of economics, social and political influence of the community within its surrounding areas should be considered.

7. **City annexation policies** - A study was undertaken to determine the relationship of the growth and expansion of incorporated boundaries since 1940 with the overall growth and development of the community. This result was then related to the specific annexation policies espoused by the local communities.

8. **Conflicts Between Cities** - In such cases where the Urban Area Boundaries of two cities may be adjacent to each other, their respective retail market areas should be considered. The Urban Area Boundary should consider any voluntary, bi-lateral agreements between cities as to the limits of future annexations.

9. **Spheres of Influence** - Except for the plausible exclusion of isolated public facilities (as stated in No. 6), the Urban Area Boundary should be aligned as closely as possible with the existing LAFCO spheres of influence.

It should be noted that some of the small unincorporated communities exhibit negligible growth characteristics. In fact, some communities have been projected to decline in population over the next 20 years (see Table II-1). In such cases a basis for two different boundaries could not be determined, and the Urban Improvement Area and Urban Area Boundary are proposed to be identical.

B. BOUNDARY LOCATIONS

Until the Urban Boundaries are plotted on the base of the County Zoning Map, no official map which shows the precise location of these boundaries will have been prepared. The only official map for Urban Area Boundaries, for example, are generalized maps that appear within the text of this plan document. In the past, the difficulty in precisely measuring or locating the boundary from these maps has led to confusion as to where the lines fall in reality. Thus, in order to clear up some of the confusion it was necessary to devise a short set of guidelines to aid in the interpretation of the maps.

1. In such cases where the Urban Boundaries appear to follow a road, it will always be interpreted in such a way that the whole road right-of-way falls within the influence of the city or unincorporated community. It would be illogical to require dif-

AREA	POPULATION		
	1970	1980	1990
City Urban Areas			
Dinuba Urban Area	9,200	12,200	15,900
Exeter Urban Area	5,500	6,400	7,400
Farmersville Urban Area	4,000	5,500	7,300
Lindsay Urban Area	8,000	10,400	13,300
Porterville Urban Area	25,000	33,300	43,700
Tulare Urban Area	23,100	31,300	38,900
Visalia Urban Area	40,000	59,100	83,600
Woodlake Urban Area	3,600	5,800	8,200
CITY URBAN AREAS	118,400	164,000	218,300
Unincorporated Communities			
Alpaugh	386	420	460
Cutler-Orosi	5,260	8,330	12,440
Ducor	264	300	340
Earlimart	3,080	3,870	4,640
East Orosi	100	100	100
Goshen	1,324	1,860	2,400
Ivanhoe	1,595	1,590	1,550
Lemon Cove	187	200	300
London	708	800	800
Pixley	1,584	1,790	1,845
Plainview	842	840	830
Poplar-Cotton Center	1,456	1,350	1,300
Richgrove	1,023	1,170	1,300
Strathmore	1,221	1,350	1,500
Terra Bella	1,037	1,100	1,200
Tipton	945	1,000	1,050
Traver	374	400	400
Woodville	1,031	1,000	1,000
UNINCORPORATED COMMUNITIES	22,415	27,470	33,445
TOTAL URBAN AREAS	140,815	191,470	251,755

Source: Water and Liquid Waste Management-Policies-Systems-Plans-Programs,
An Element of the Tulare County General Plan, December, 1971.

ferent development standards on either side of the same road.

2. Where Urban Boundaries are not located on roads, they are intended to follow established physical features (such as rivers, canals, railroads, etc.), section lines or fractions of section lines, or property ownership boundaries as shown on the County Assessor's Map.
3. In cases where the boundary does not appear to follow the above criteria, the method of determining the location of the boundary will be so stated on the map.

C. STATISTICAL BASIS

The following tables provide a statistical summary of population forecasts and land demand estimates for the eight cities and the viable unincorporated communities. The preparation of these forecasts was a major element of the analytical phase of

⁷The population forecasts indicated herein as high-range are the same forecasts designated as medium-range in the Water and Liquid Waste Management Element (December 1971). A more sophisticated regression analysis of population prepared subsequent to the publishing of the Water and Liquid Waste Management Element has indicated that the medium-range forecast falls lower than indicated in the plan. Thus, the original medium-range forecasts are now considered as high-range within the context of this plan element.

the Urban Boundaries Study. The following table indicates the high-range⁷ population forecasts which were used to equate urban land demand to 1990.

The estimated population for Tulare County by 1980 is 227,650 and by 1990 it should reach approximately 274,550. By this latter date, the eight cities and their unincorporated urban areas should account for approximately 80% of the County population, compared to 62% in 1970. Of the total projected population, only 5% is expected to be living on rural farms by 1990.

Given the population forecasts, it is then feasible to estimate the urban land demand to 1990. This estimate was based on the assumption that existing urban densities (persons per acre) would remain relatively constant through time. Table II-2 designates the forecasted land demand for the urban areas of the County.

The total amount of land in urban use within the urban areas peripheral to the eight incorporated cities will nearly double during the next 20 years. Although this is based upon high-range forecasts, it appears, nevertheless, that the County is approaching a period of rapid urbanization. Demands for urban-related services can be expected to increase in direct proportion to the increased size of areas which contain settlements of urban density.

TABLE II-2

HIGH-RANGE URBAN LAND DEMAND FORECASTS TO 1980 AND 1990

AREA	TOTAL LAND DEMAND (IN ACRES)		
	1970 Acres	1980 Acres	1990 Acres
CITY URBAN AREAS			
Dinuba Urban Area	1,570	2,090	2,730
Exeter Urban Area	930	1,080	1,250
Farmersville Urban Area	450	620	820
Lindsay Urban Area	1,690	2,200	2,820
Porterville Urban Area	3,790	5,050	6,620
Tulare Urban Area	3,900	5,280	6,550
Visalia Urban Area	8,510	12,570	17,790
Woodlake Urban Area	700	1,120	1,590
CITY URBAN AREAS	21,540 ac.	30,010 ac.	41,170 ac.
UNINCORPORATED COMMUNITIES			
Alpsburgh	56	61	67
Cutler-Orosi	520	924	1,154
Ducor	39	44	50
Earlimart	240	272	304
East Orosi	21	21	21
Cohen	283	412	541
Ivanhoe	283	283	283
Lemon Cove	43	46	69
London	86	97	97
Pixley	271	334	374
Plainview	49	49	49
Poplar-Cotton Center	160	160	160
Richgrove	64	73	81
Strathmore	224	248	275
Terra Bella	128	136	148
Tipton	172	182	191
Traver	63	67	67
UNINCORPORATED COMMUNITIES
TOTAL URBAN AREAS	24,393 ac.	33,570 ac.	44,252 ac.

D. FLEXIBILITY

The Urban Area Boundaries and Urban Improvement Areas (see maps in following chapter) were purposely drawn quite generously in order to provide flexibility. The common practice in determining future urban land demand is to provide an excess of roughly 25 percent of the total amount of land estimated to go into urban use during the planning period. Such a flexibility factor allows for deviant choices of individuals and firms who may acquire land in excess of the estimated need, and it allows for land which may be held out of use because of personal preferences or whims of a few property owners, or because of legal complications which make the land unavailable for immediate development.⁸

Unless such an excess is allowed in the plan, strict implementation would create an artificial scarcity of building sites inconsistent with the purposes of this plan element.

However, because Urban Area Boundaries are in fact intended to approximate the ultimate urban configuration in the County, a much greater degree of flexibility, as compared to a "standard" 20-year planning program, is necessary. In order to provide this flexibility factor, the following steps were taken in the land demand analysis:

1. The high-range 1990 population forecast was used as the basis for predicting land demand for the Urban Improvement Area.⁹
2. In the forecasting procedure it was assumed that existing urban densities would remain constant into the future. (This assumption is not supported by recent trends which suggest that as the value of land rises, the urban densities become greater.)
3. Most of the final Urban Area Boundaries were extended well beyond the limits of the Urban Improvement Area. Thus, the Urban Area Boundaries are intended to approximate the ultimate urban configuration in the County far in excess of forecasted needs to 1990.¹⁰

⁸Chapin, Land Use Planning, Univ. of Illinois Press, 1965, page 385.

⁹The generally accepted procedure is to calculate land demand based upon medium-range population projections. Thus, a measure of flexibility is provided simply by using the higher forecast.

¹⁰The Urban Area Boundaries for eleven of the small, unincorporated communities are identical to their Urban Improvement Areas. In these cases the Urban Improvement Area approximates the ultimate Urban Land Demand of the community as projected by the Planning Department.

Table II-3 shows the estimated population holding capacity of each Urban Area Boundary and Urban Improvement Area. The estimate was calculated by multiplying the known acreage within the Urban Area Boundary with existing urban densities (persons per acre).

The total population holding capacity for the Urban Area Boundaries is over twice the total 1990 County population forecast of 274,550 persons. It is thus evident that the Urban Area Boundaries contain sufficient land to satisfy the needs for urban expansion well beyond 1990. In order to calculate a precise measure of the excess, it is possible to determine a flexibility percentage. This percentage is found by calculating the vacant net acreage within the Urban Area Boundary (that area currently in non-urban use) as a function of the forecasted 1990 urban land demand. Table II-4 indicates the flexibility percentage for the Urban Area Boundaries of the eight cities.

be partially accounted for by the fact that the city sewage treatment facility (approximately 800 ac.) was defined as a non-urban use. It was assumed that this area would be subject to urbanization, although it is more likely that buyers will avoid the facility.

TABLE II-4
FLEXIBILITY PERCENTAGES FOR CITY
URBAN AREA BOUNDARIES

AREA	FLEXIBILITY %
Dinuba	87%
Exeter	320%
Farmersville	381%
Lindsay	106%
Porterville	477%
Tulare	571%
Visalia	199%
Woodlake	123%
TOTAL AREA WITHIN URBAN AREA BOUNDARIES	284%

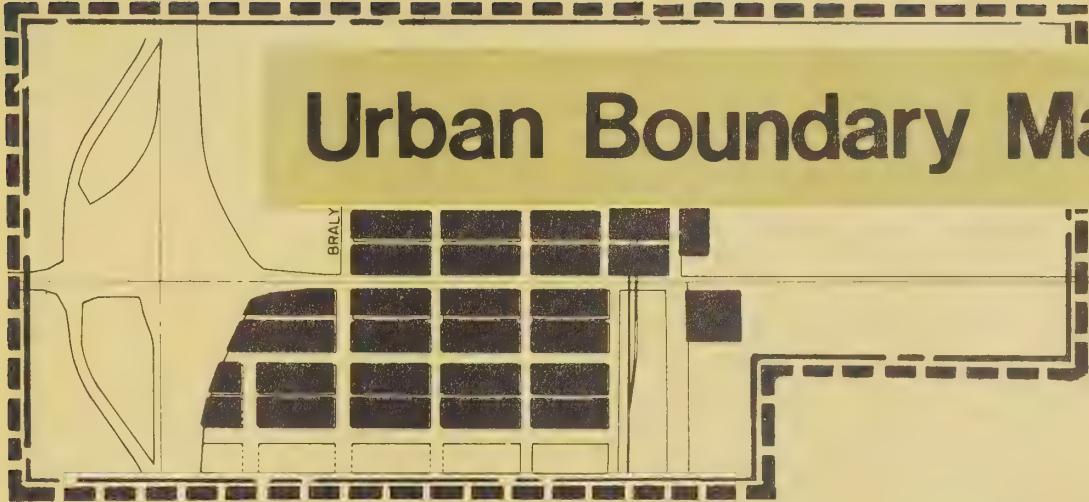
Source: Tulare County Planning Department

TABLE II-3
THE POPULATION HOLDING CAPACITIES FOR
URBAN AREA BOUNDARIES AND URBAN IMPROVEMENT AREAS

Area	TOTAL ACREAGE		POPULATION HOLDING CAPACITY	
	Urban Improvement Area	Urban Area Boundary	Urban Improvement Area	Urban Area Boundary
City Urban Areas				
Dinuba	3,030	3,880	17,700	22,700
Exeter	2,100	2,380	12,400	14,100
Farmersville	2,080	2,460	18,400	21,700
Lindsay	2,550	3,990	12,100	18,900
Porterville	15,820	19,850	104,400	131,000
Tulare	12,590	20,320	74,700	120,500
Visalia	23,080	34,130	108,400	160,300
Woodlake	1,770	2,710	9,100	13,900
TOTAL CITY URBAN AREA	63,020 ac.	89,720 ac.	357,200	503,100
Unincorporated Communities				
Alpaugh	--	160	--	1,100
Cutler-Orosi	1,875	2,345	13,300	16,600
Ducor	--	415	--	1,950
Earlimart	1,440	1,440	12,950	12,950
East Orosi	--	140	--	450
Goshen	860	860	2,800	2,800
Ivanhoe	715	870	2,800	3,450
Lemon Cove	--	255	--	800
London	--	390	--	2,200
Pixel	915	1,175	3,750	4,800
Plainview	--	135	--	1,600
Poplar-Cotton Center	--	620	--	3,950
Richgrove	--	415	--	4,650
Strathmore	815	1,140	3,100	3,250
Terra Bella	625	1,115	3,550	6,300
Tipton	1,000	1,000	3,850	3,850
Traver	--	405	--	1,700
Woodville	--	510	--	2,450
UNINCORPORATED COMMUNITIES	8,245 ac.	13,390 ac.	46,100	75,250
TOTAL URBAN AREAS	71,265 ac.	103,110 ac.	403,300	578,350

The wide range indicated on Table II-4 is primarily due to individual preferences of each community. The mechanics of calculating the flexibility also distorts the results. For example, the tremendous flexibility percentage determined for the Tulare Urban Area Boundary may

Urban Boundary Maps



CHAPTER III

URBAN BOUNDARY MAPS

The maps on the following pages designate the official Urban Area Boundaries and Urban Improvement Areas for the eight incorporated cities and the viable unincorporated communities as conceived in this plan element. When originally adopted by the Planning Commission, Board of Supervisors and Association of Governments, the Urban Area Boundaries were essentially commensurate with the LAFCO Spheres of Influence.¹¹ The purpose of aligning the Urban Area Boundaries with existing spheres of influence was to create a uniform boundary utilized by all agencies. This procedure would have avoided the confusion that would result from a multiplicity of boundaries around each city. However, the Urban Area Boundaries hereby adopted are not exactly the same as those that were adopted previously. With the exception of the Community of Lindsay, the changes proposed are largely technical in nature. Briefly the technicalities involved are as follows:

¹¹One minor difference occurred on the Tulare map in order to encompass a developed subdivision not included in the Spheres of Influence.

(1) For some communities the Urban Area Boundary was originally drawn to coincide with the centerline of a stream or ditch. In two cases, however, it was found that the stream or ditch had been relocated. In both instances (Tulare and Farmersville) the Urban Area Boundary was moved to the new location, since the original intention was to use the waterway as a natural barrier to further urban growth. Neither change results in any significant expansion of the holding capacities of the Urban Area Boundaries.

(2) In many areas the Urban Area Boundaries were originally drafted to coincide with the centerline of a road right-of-way. However, because of the difficulties previously discussed, it was deemed necessary in most cases to move the boundary off the road. According to the preferences of the city the boundary was either moved to the edge of the right-of-way, or to a specific distance from the centerline of the road. The changes that have resulted do not involve significant areas.

(3) In a few instances it was found that the Urban Improvement Area was proposed to be located outside the Urban Area Boundary. This, of course, is inconsistent with the intent of the Urban Boundaries Element. In most cases the problem was reconciled by adjusting the Urban Area Boundary to fit the Urban Improvement Area. Again, no significant amount of land was involved, and, thus, no significant change in the holding capacities of Urban Area Boundaries has resulted.

The total changes in area and holding capacities due to technical changes in the Urban Area Boundary of the incorporated cities are shown in Table III-1.

TABLE III-1

Cities	Change in Area	Change in holding Capacity
Dinuba Urban Area	+150 ac.	+875
Exeter Urban Area	+100 ac.	+590
Farmersville Urban Area	+220 ac.	+1800
Porterville Urban Area	+155 ac.	+1025
Tulare Urban Area	No Change	No Change
Visalia Urban Area	No Change	No Change
Woodlake Urban Area	+20 ac.	+100
TOTAL	+645 ac.	+4390

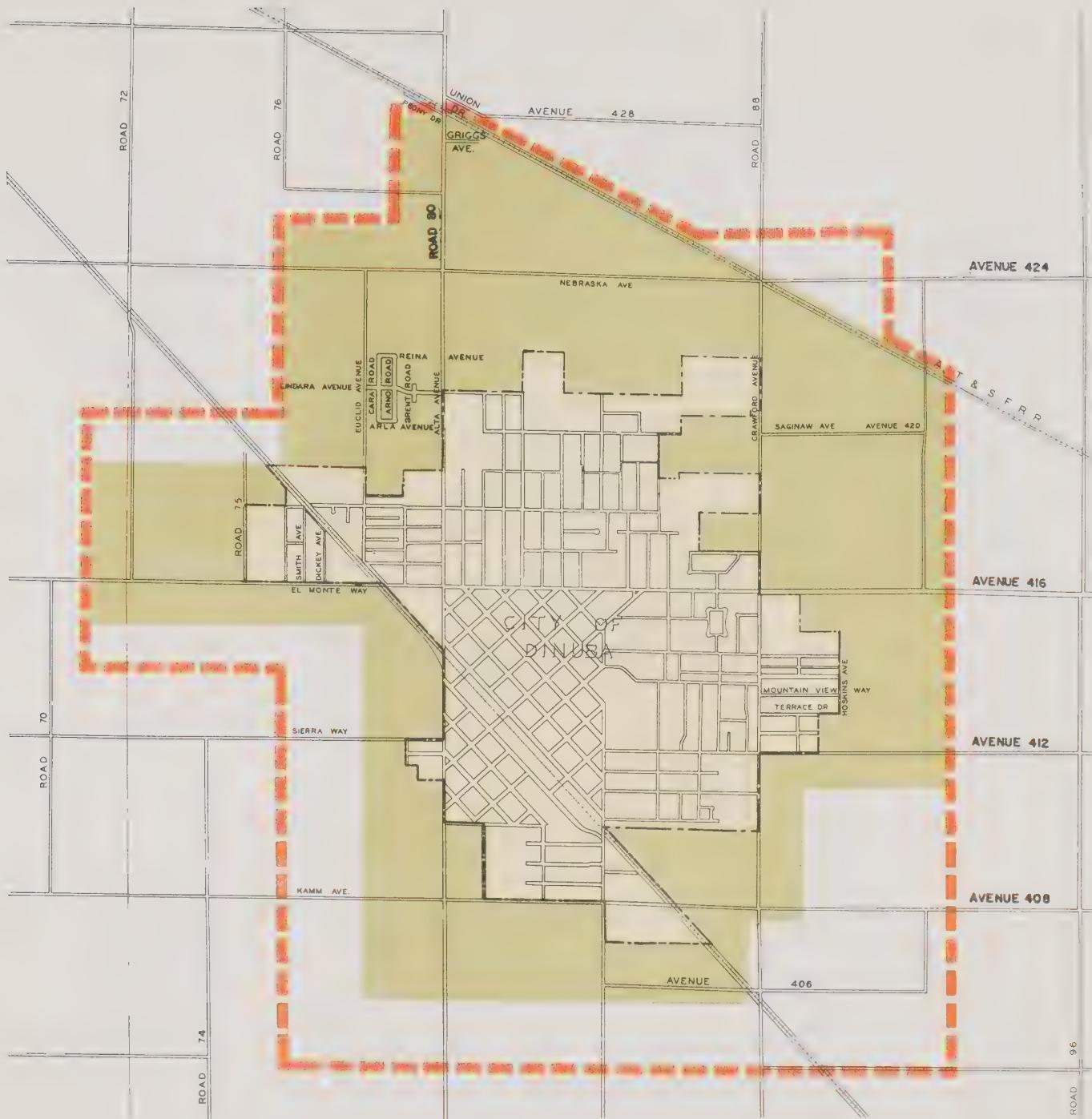
Source: Tulare County Planning Department, 1974

The City of Lindsay has recently completed a comprehensive reevaluation of its Urban Area Boundary and Sphere of Influence. These boundaries have been submitted to the County and are indicated on the Lindsay map.

The Lindsay boundaries are proposed to be extended to the northwest and to the south in order to "pick up" the existing development in those areas. A total of 285 acres are added to the Urban Area Boundary. However, subtractions in other parts of the boundary result in an actual net loss of 30 acres. Thus, no significant gain in area will result from the proposed changes.

The new boundaries meet all the criteria established in this plan element and do not appear to be inconsistent with the other Elements of the General Plan.

CITY OF DINUBA



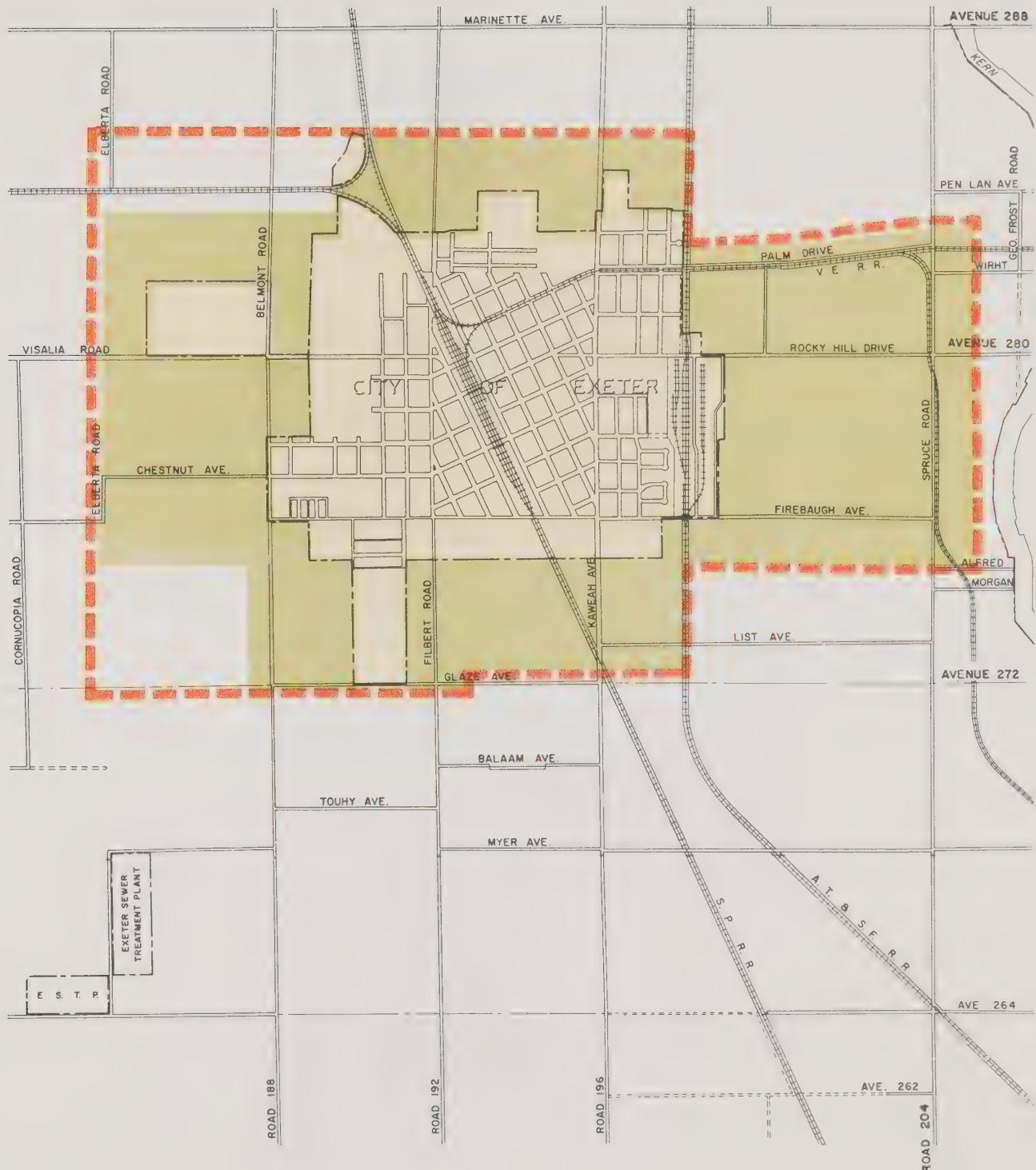
SCALE IN MILES

0 1/2

URBAN BOUNDARIES

- URBAN AREA BOUNDARY (Red dashed line)
- URBAN IMPROVEMENT AREA (Yellow shaded area)
- CITY LIMITS (1974) (Green shaded area)

CITY OF EXETER



SCALE IN MILES

0 1/2

URBAN BOUNDARIES

- URBAN AREA BOUNDARY (Red dashed line)
- URBAN IMPROVEMENT AREA (Yellow shaded area)
- CITY LIMITS (1974) (Yellow line)

CITY OF FARMERSVILLE

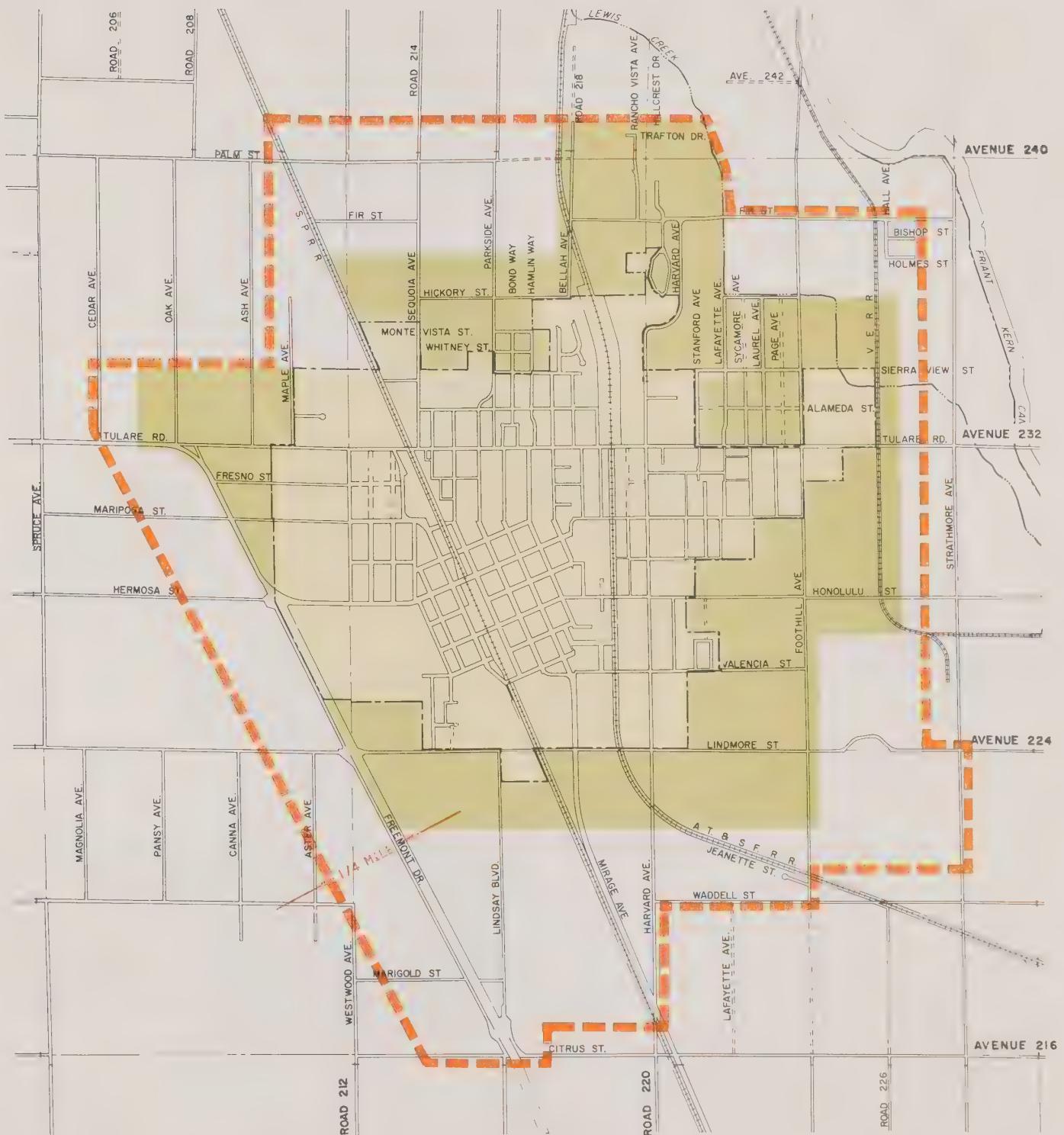


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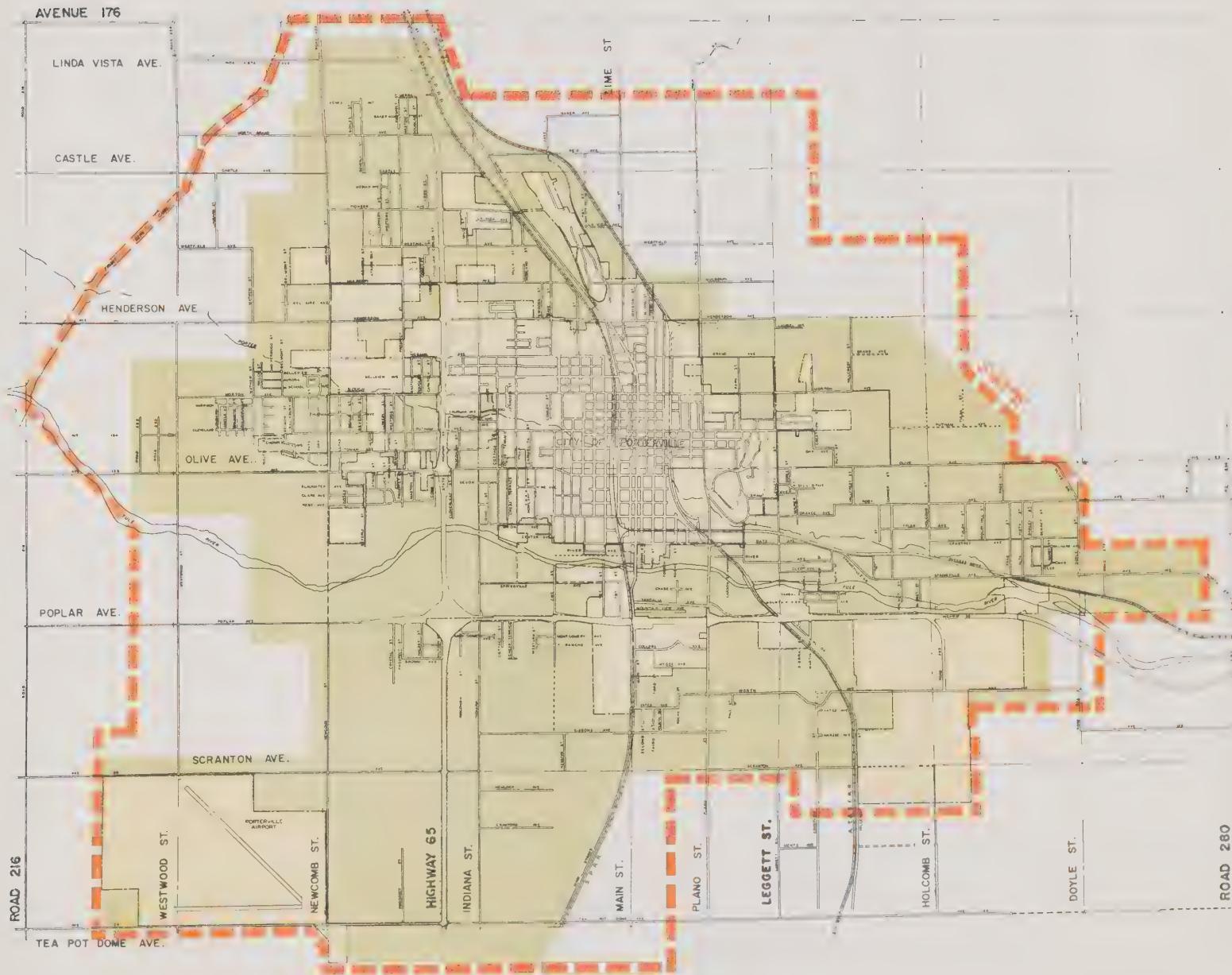
URBAN BOUNDARIES

- URBAN AREA BOUNDARY
- URBAN IMPROVEMENT AREA
- CITY LIMITS (1974)

CITY OF LINDSAY



CITY OF PORTERVILLE



SCALE IN MILES

0 1

URBAN BOUNDARIES

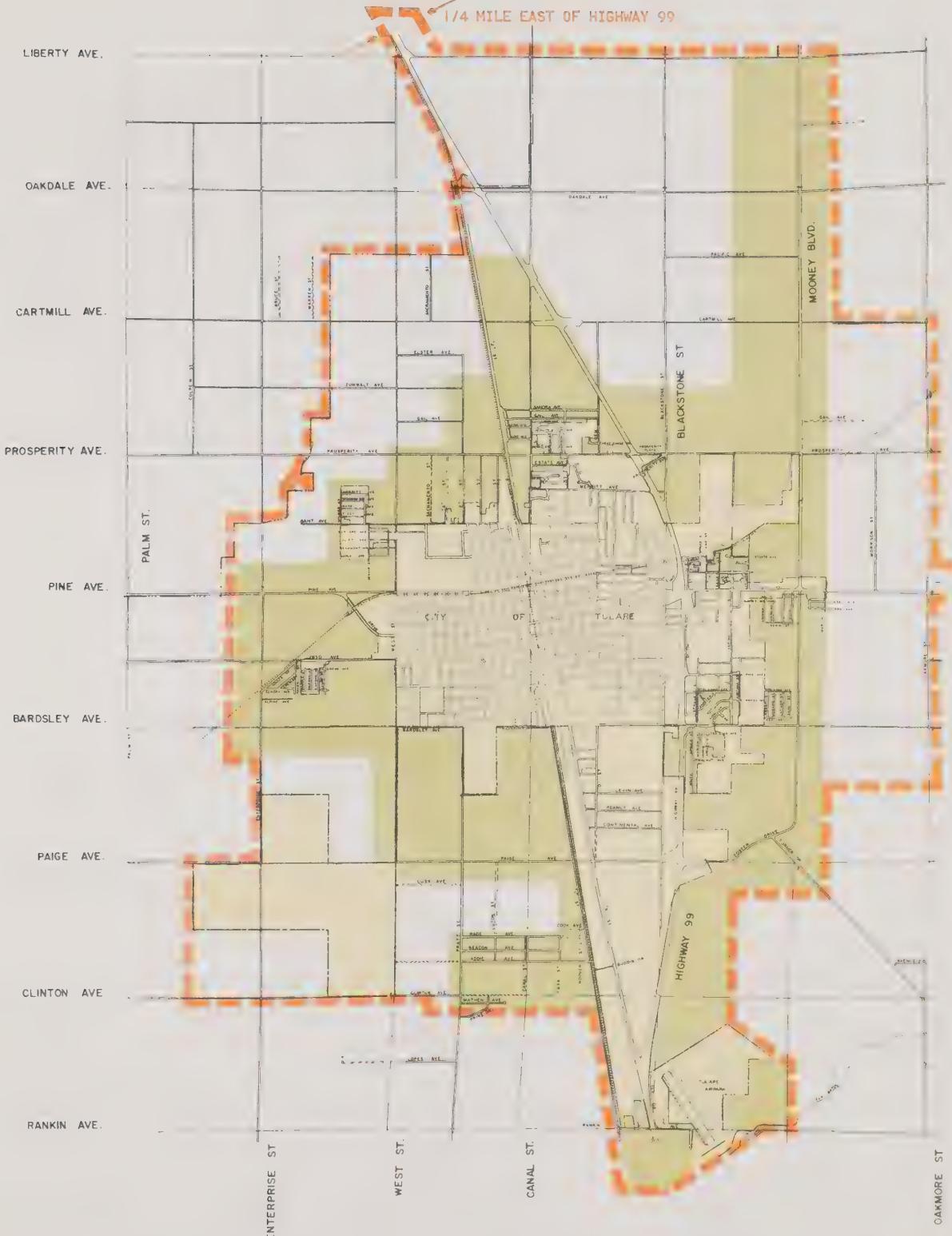
URBAN AREA BOUNDARY

URBAN IMPROVEMENT AREA

CITY LIMITS (1974)

CITY OF TULARE

1/4 MILE EAST OF HIGHWAY 99



SCALE IN MILES

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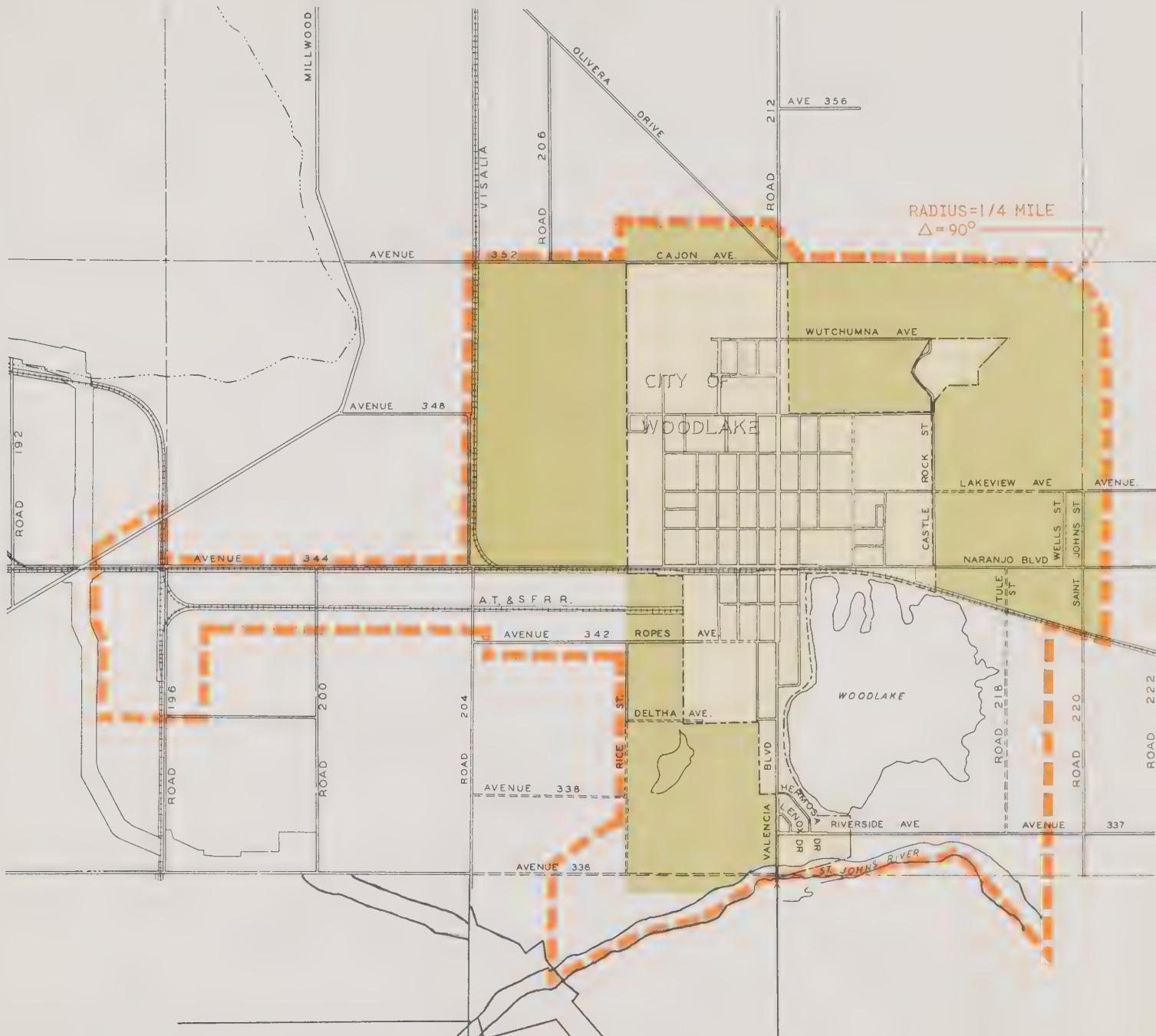
URBAN BOUNDARIES

■ ■ ■ URBAN AREA BOUNDARY

URBAN IMPROVEMENT AREA

CITY LIMITS (1974)

CITY OF WOODLAKE



SCALE IN MILES

0 1/2

URBAN BOUNDARIES

- Urban Area Boundary (dashed orange line)
- Urban Improvement Area (yellow shaded area)
- City Limits (1974) (solid yellow line)

ALPAUGH

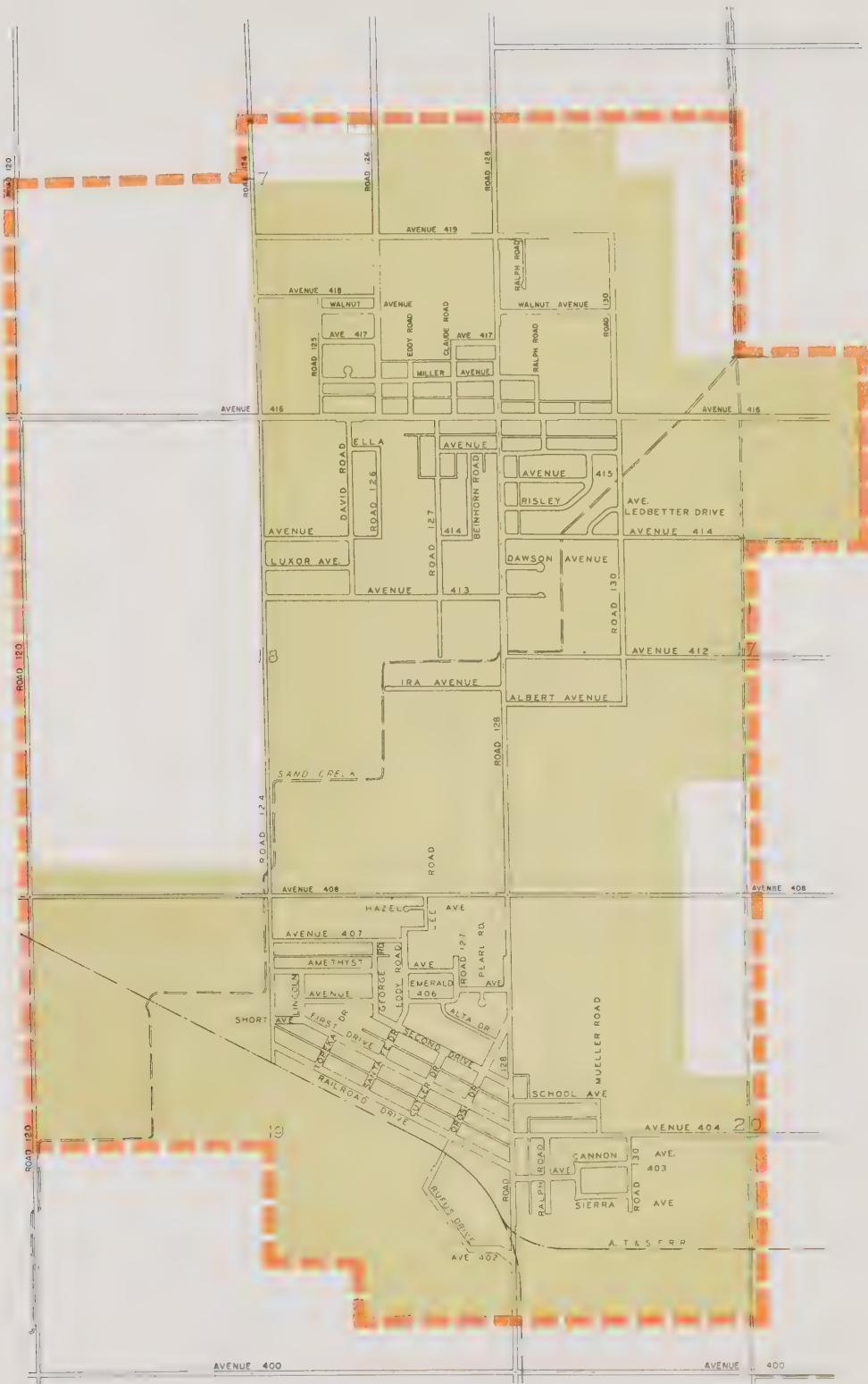


SCALE IN MILES

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URBAN BOUNDARIES

CUTLER-OROSI



SCALE IN MILES

0 1/4

URBAN BOUNDARIES

URBAN AREA BOUNDARY

DUCOR



SCALE IN MILES

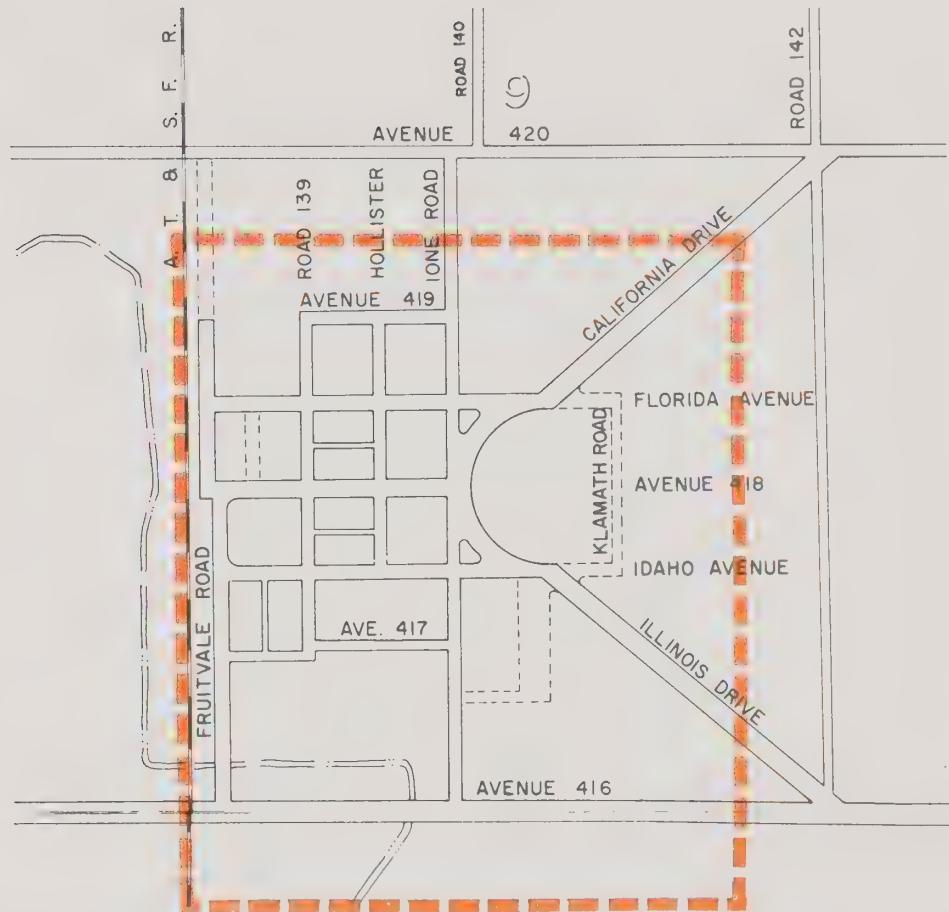
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URBAN BOUNDARIES

PREPARED BY TULARE COUNTY PLANNING DEPARTMENT - 1974

URBAN AREA BOUNDARY

EAST OROSI

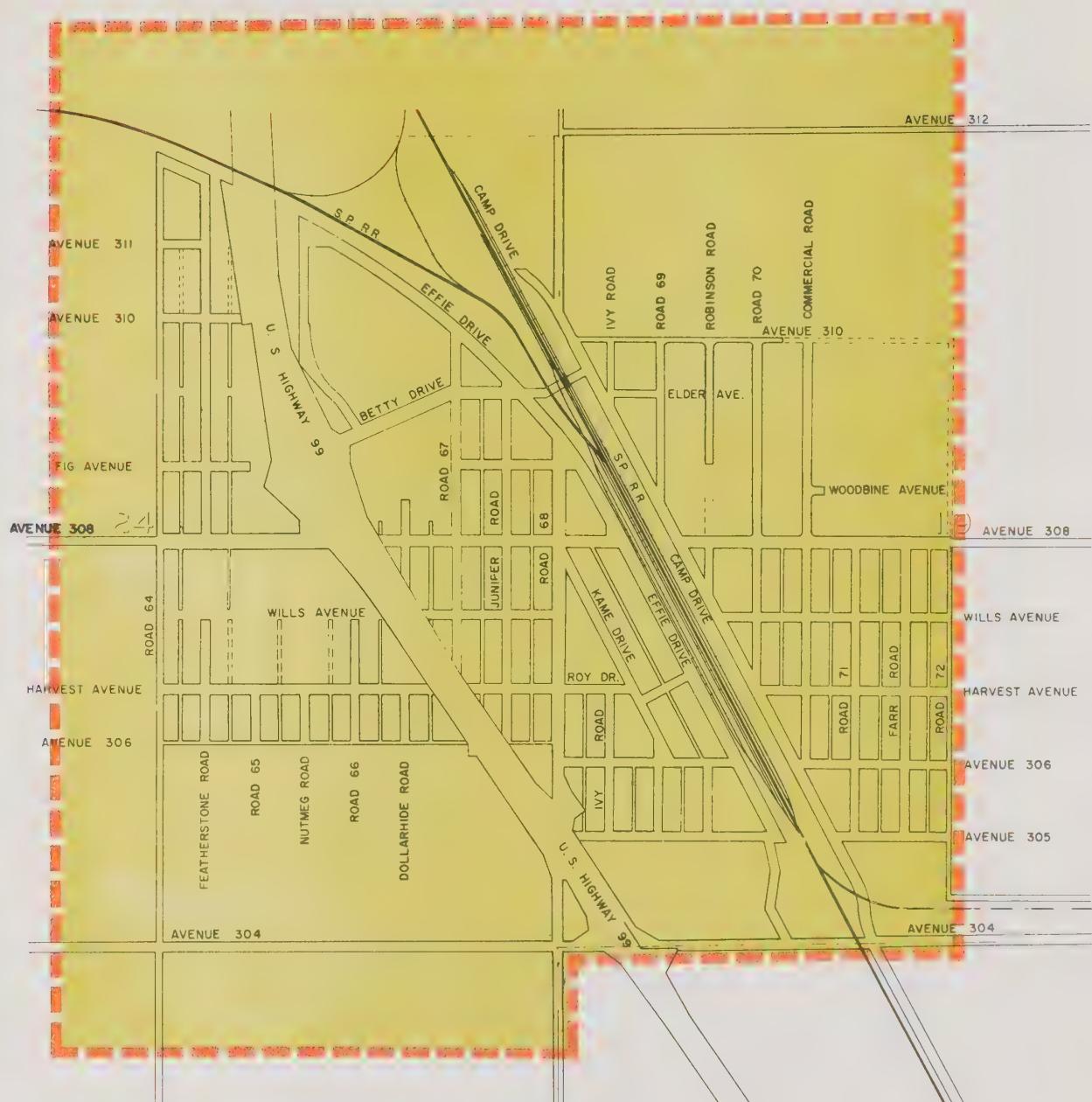


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URBAN BOUNDARIES

GOSHEN



SCALE IN MILES

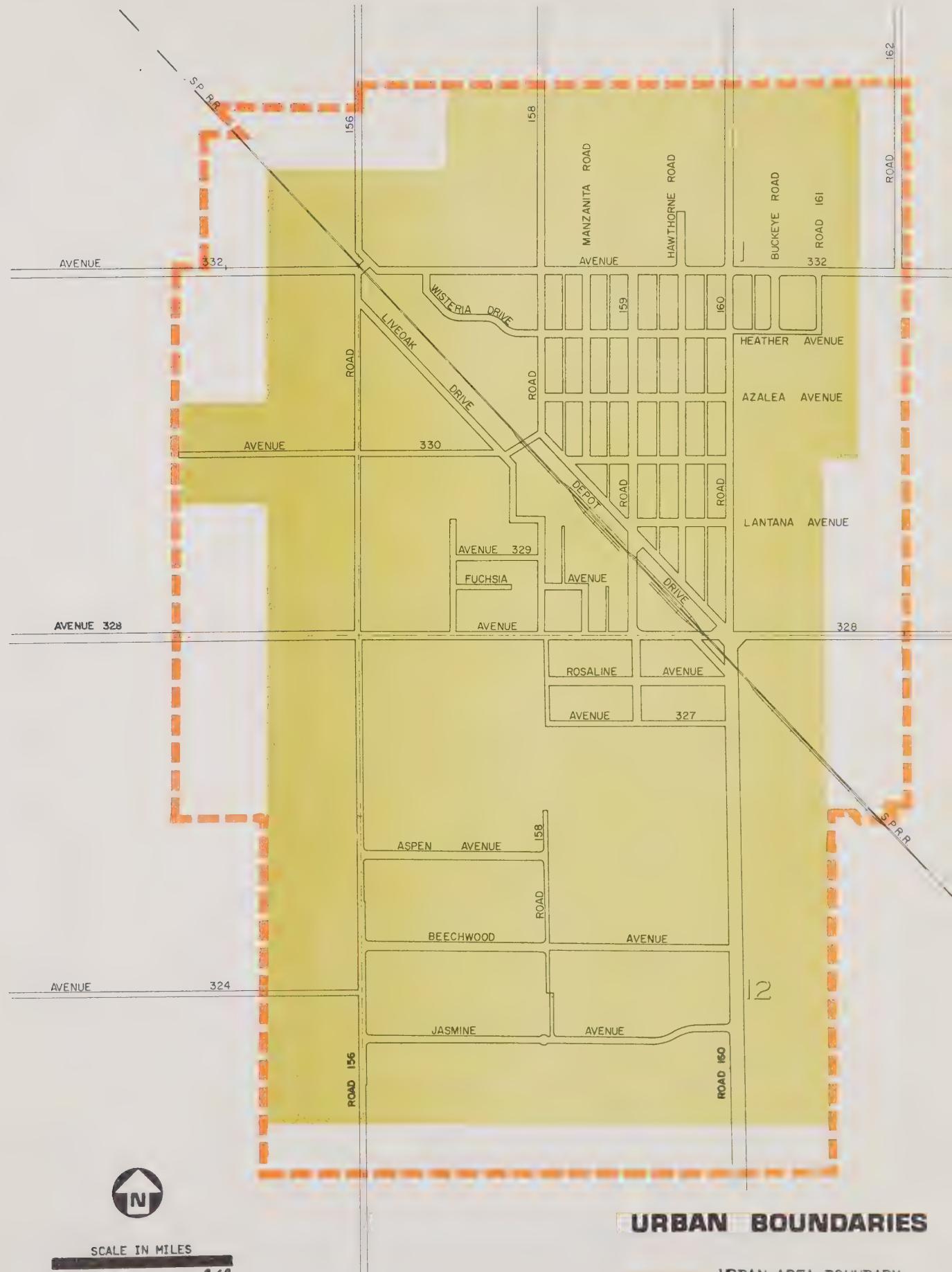
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URBAN BOUNDARIES

— URBAN AREA BOUNDARY

URBAN IMPROVEMENT AREA

VANHOE



URBAN BOUNDARIES

URBAN AREA BOUNDARY

URBAN IMPROVEMENT AREA

SCALE IN MILES
0 1/4

LEMON COVE



SCALE IN MILES

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PREPARED BY TULARE COUNTY PLANNING DEPARTMENT - 1974

URBAN BOUNDARIES

■ ■ ■ URBAN AREA BOUNDARY

LONDON



SCALE IN MILES

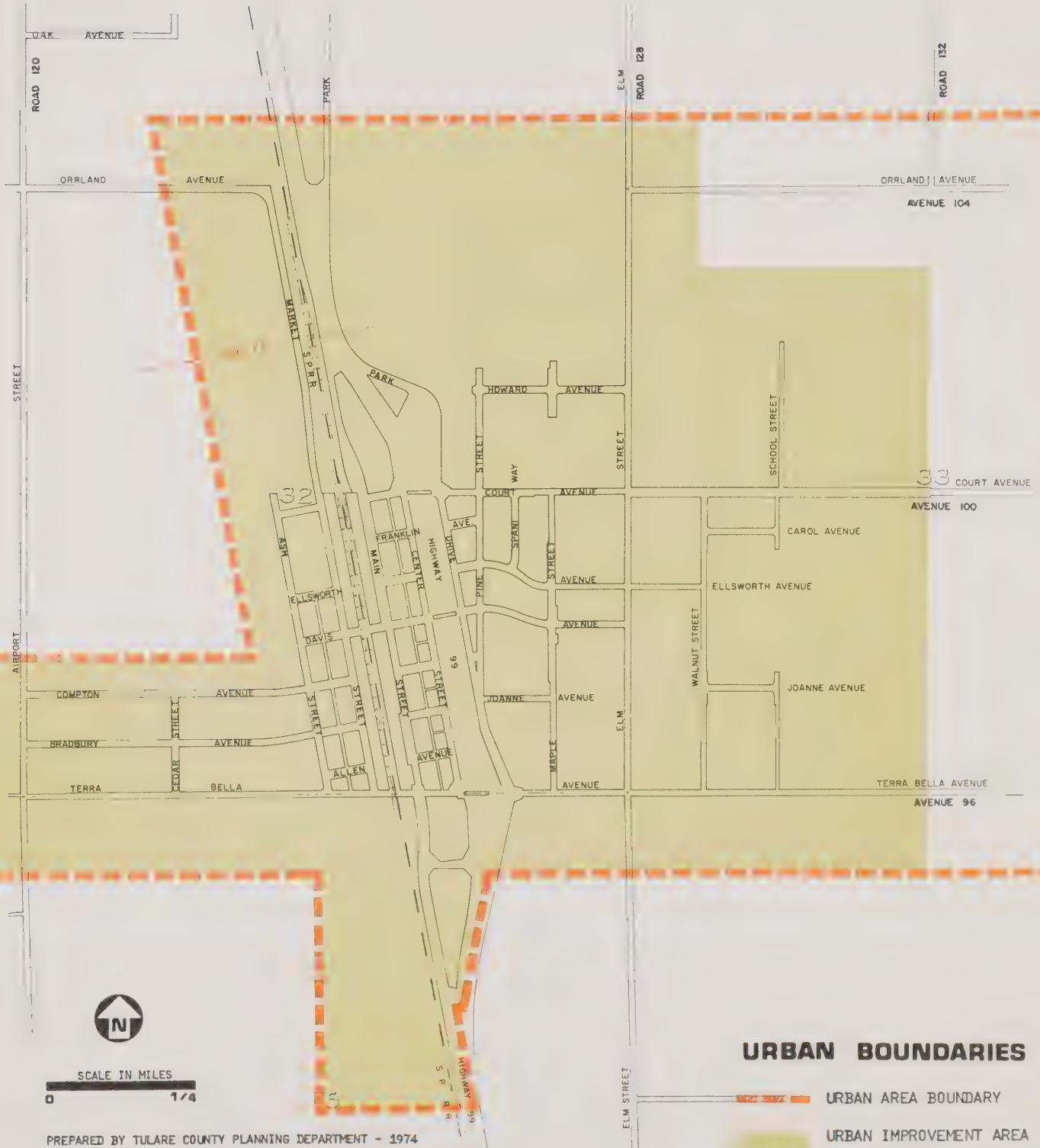
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URBAN BOUNDARIES

PREPARED BY TULARE COUNTY PLANNING DEPARTMENT - 1974

URBAN AREA BOUNDARY

PIXLEY



PREPARED BY TULARE COUNTY PLANNING DEPARTMENT - 1974

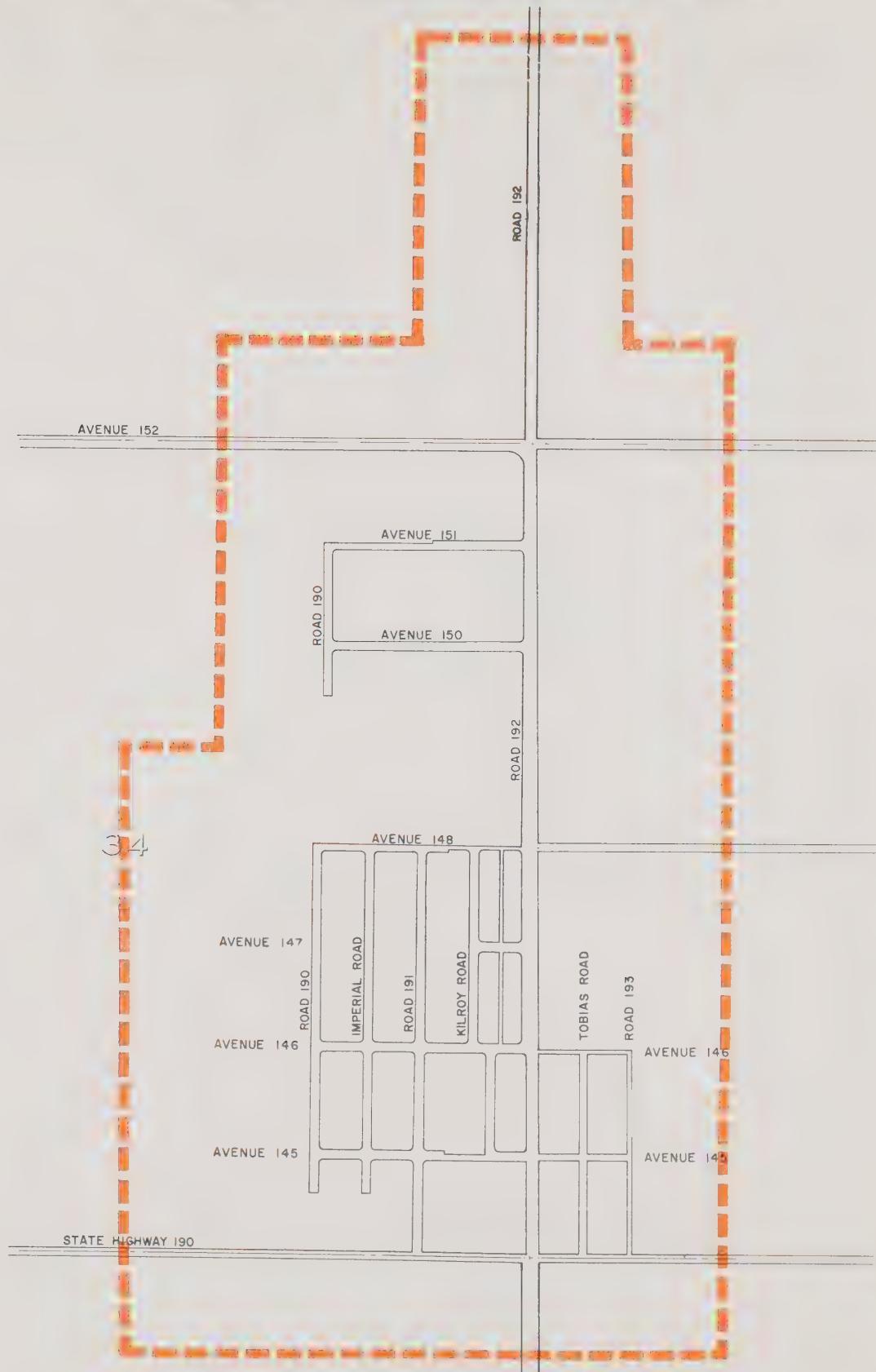
PLAINVIEW



SCALE IN MILES
0 1/4

URBAN BOUNDARIES

POPLAR - COTTON CENTER



SCALE IN MILES

0 1/4

URBAN BOUNDARIES

RICHGROVE



SCALE IN MILES

340

URBAN BOUNDARIES

PREPARED BY TULARE COUNTY PLANNING DEPARTMENT - 1974

URBAN AREA BOUNDARY

STRATHMORE



TERRA BELLA



SCALE IN MILES

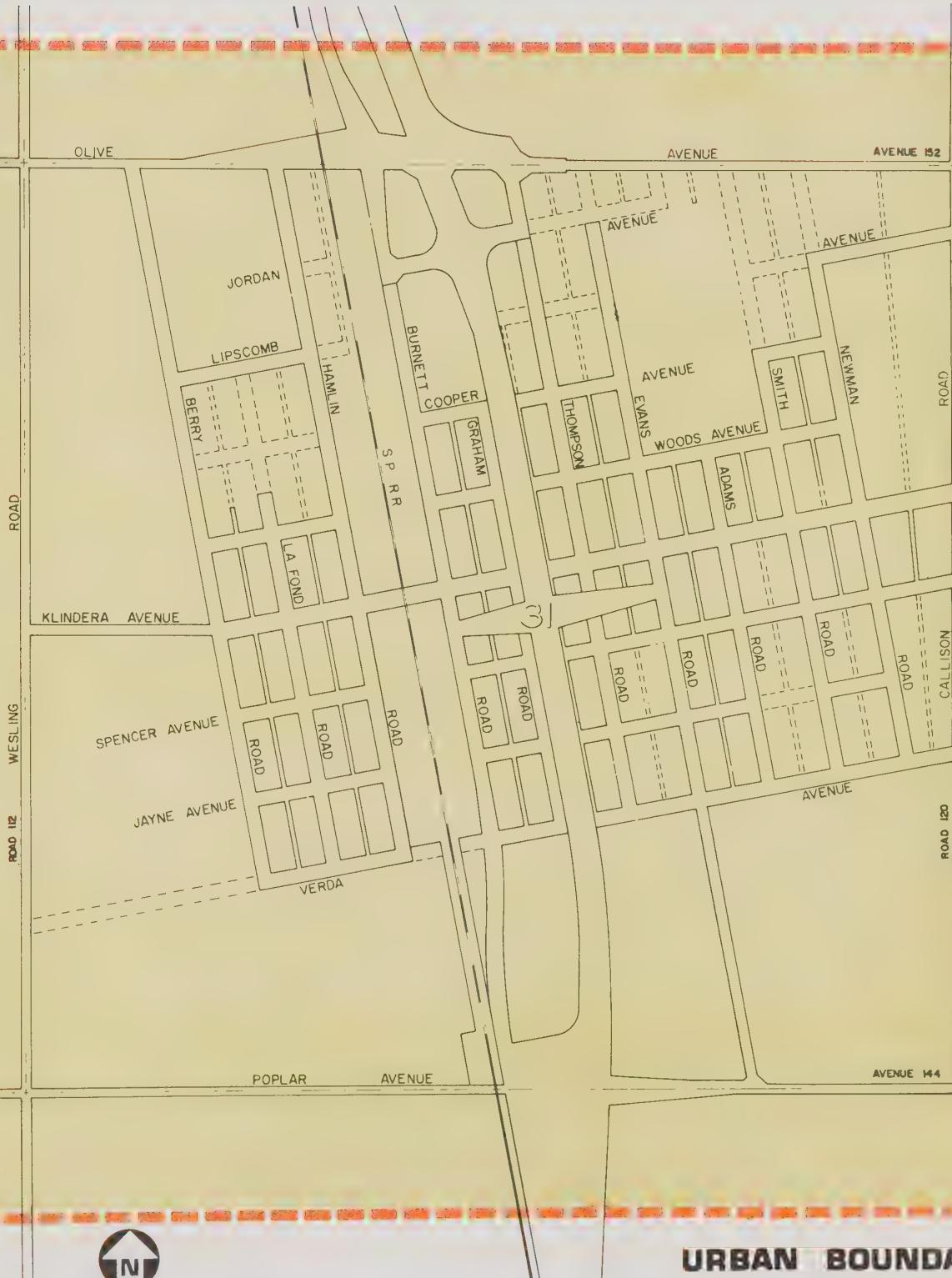
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URBAN BOUNDARIES

URBAN AREA BOUNDARY

URBAN IMPROVEMENT AREA

TIPTON



SCALE IN MILES

66

PREPARED BY TULARE COUNTY PLANNING DEPARTMENT - 1974

URBAN BOUNDARIES

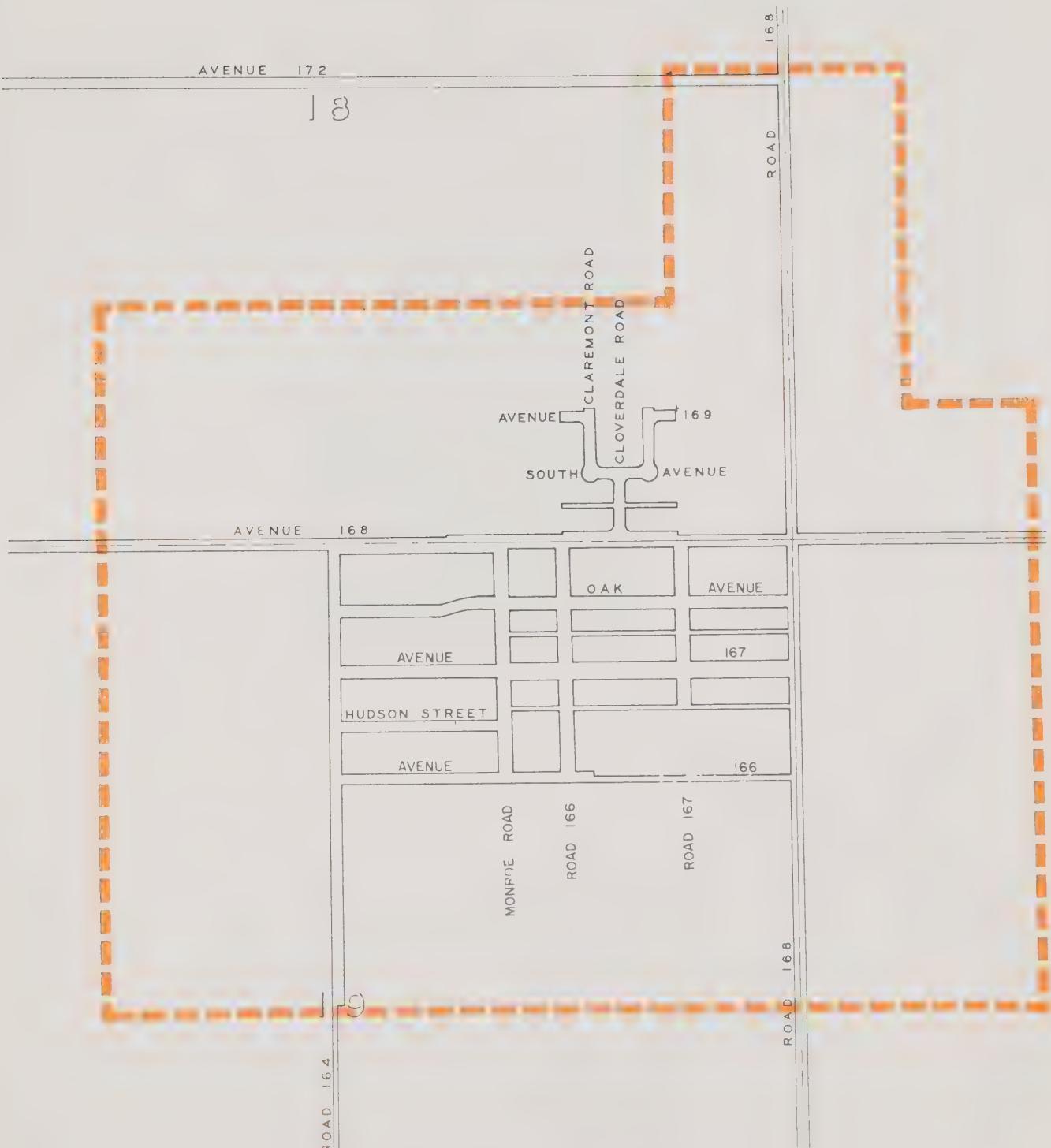
■ ■ ■ URBAN AREA BOUNDARY

URBAN IMPROVEMENT AREA

TRAVER



WOODVILLE



SCALE IN MILES

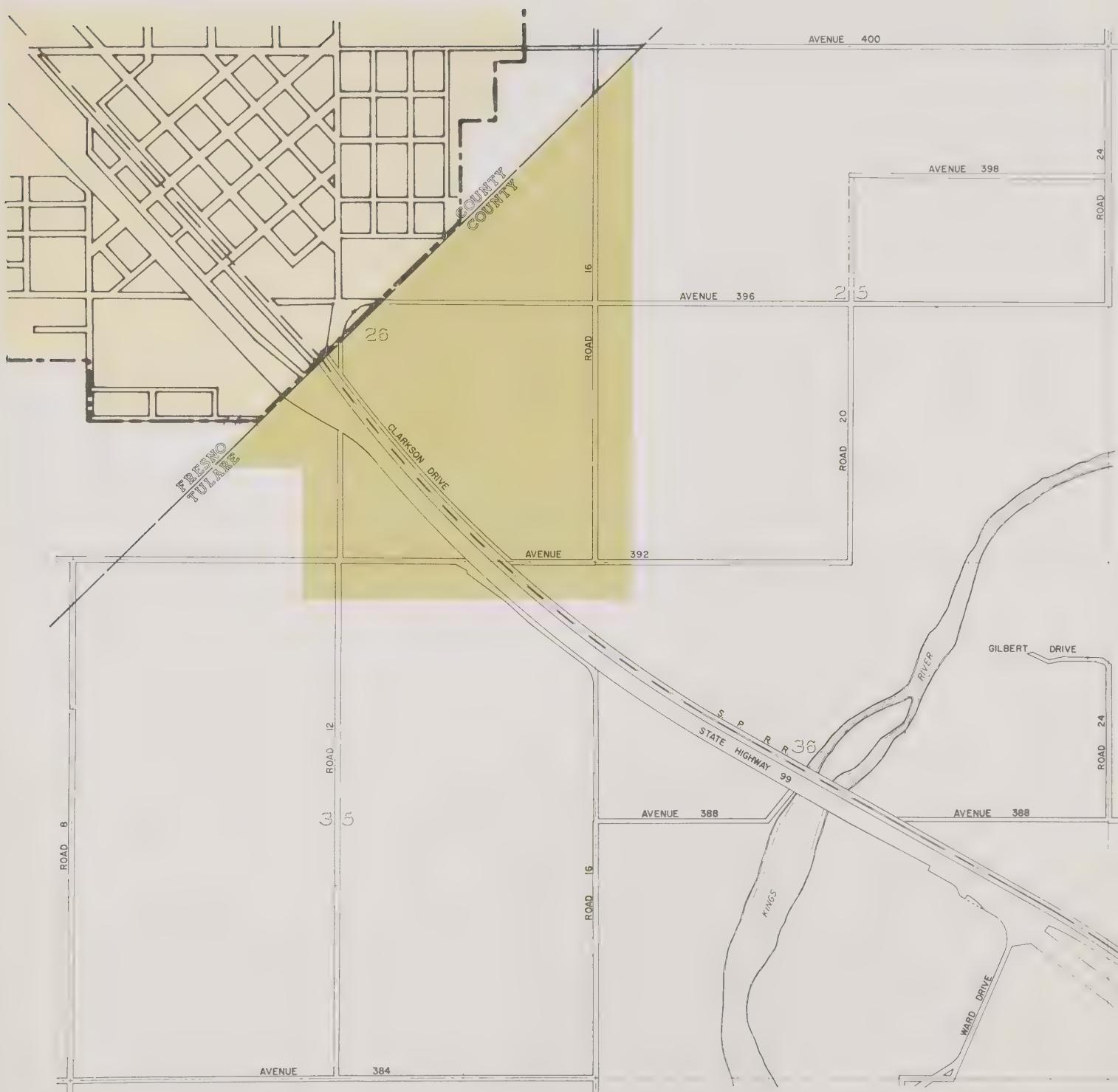
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PREPARED BY TULARE COUNTY PLANNING DEPARTMENT - 1974

URBAN BOUNDARIES

URBAN AREA BOUNDARY

KINGSBURG



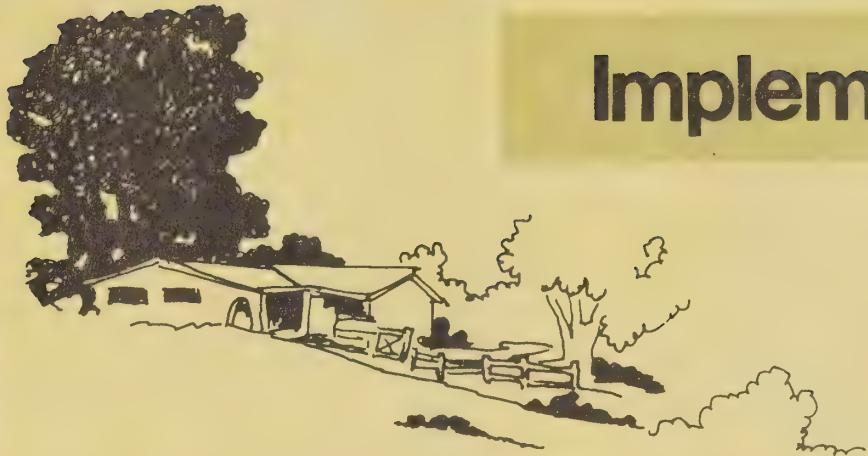
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PREPARED BY TULARE COUNTY PLANNING DEPARTMENT - 1974

URBAN BOUNDARIES

URBAN IMPROVEMENT AREA

CITY LIMITS (1974)



Implementation

CHAPTER IV IMPLEMENTATION

Implementation of this planning program can be interwoven among various aspects of the comprehensive plan, including zoning and subdivision ordinances, current and advance planning program, the California Land Conservation Act program, data inventories and coordinative efforts between the cities and the County. The Urban Boundaries may also be of assistance with regard to the implementation of other ordinances, programs and policies such as use of the defined areas as taxing entities.

It is strongly recommended that many public and private decisions be based upon the Urban Area Boundary and the Urban Improvement Area.

A. ORDINANCE REVISIONS

A-1. Subdivision and Parcel Map Administration. The conditions of approval of any subdivision or parcel map within Urban Improvement Areas should include the installation of improvements appropriate for the community, such as curbs, gutters, sidewalks, community sewer sys-

tems, community water systems, storm drainage systems, dedication of park and school sites, etc. Land divisions of an urban character that are proposed in rural areas (outside Urban Area Boundaries) should be discouraged since they encroach upon the agricultural capabilities of the County.

Urban improvements should be required for all new parcels having a gross area of less than 2.5 acres, or less than 200 feet of frontage on a public right-of-way, located within Urban Improvement Areas.

Parcels created within rural areas may be served by private road easements under certain circumstances, however, such easements should not be allowed within Urban Improvement Areas. All new parcels created under parcel map procedure within Urban Improvement Areas should be served by public access. These requirements are based upon the philosophy that urban uses in publicly recognized urban areas ought to be designed and built according to publicly enforced urban standards. Such standards should be an absolute requirement no matter if the property in question is in the County or in a city.

A-2. Uniform Building Code. It is desirable in many instances that the improvements required as a condition of approval of parcel maps (Section A-1) be installed at the time the property is developed. This would be facilitated best by conditioning the issuance of building permits upon the installation of street improvements, as opposed to requiring such improvements at the time the parcel map is approved. Thus, the Urban Improvement Area identifies that area within which the County should require off-site improvements as a condition of building permits.

Furthermore, in order to apply to those cases where a parcel map is not involved, the Uniform Building Code should be amended to require off-site improvements as a condition of the issuance of a building permit for any property located within Urban Improvement Areas. Most cities follow this particular procedure, and it is foreseen that the County will follow suit. Such a program would state that building permits falling within Urban Improvement Areas would have conditions attached requiring offsite improvements be installed to local urban standards; while those in rural areas would be exempt from most such requirements, with the possible exception of road paving and dedication.

A-3. Uniform Improvement Standards. In recent years there has been growing movement in Tulare County to synchronize improvement standards among the various local agencies in the County. Currently, however, progress has been slow in this

respect. Failure has been due, in part, to an inability among cities to reach common agreement on relatively minor issues such as, types of curbs and gutters, whether alleys should be mandatory or permissive, etc.

There does appear to be a reasonable chance that the cities and County could achieve agreement on major improvement standards. These would include standardized street widths, lot sizes, zoning regulations, etc. The adoption of a common set of improvement standards among the local governments is a critical step toward the implementation of the Urban Boundaries Element. Currently, few positive results can be achieved when the County operates under one set of urban standards within the Urban Area Boundary, while the city administers something completely different. One feasible but technically difficult solution to the dilemma is the possibility that the County could require the appropriate city's urban standards for physical facilities to apply within the Urban Improvement Areas. Many legal questions would have to be answered, however, before this approach could be applied.

The most practical approach is to establish a Uniform Improvement Standards Committee, composed of representatives of each City and County. The responsibility of the committee would be to develop a common set of major improvement standards to be applied uniformly in all areas within the Urban Improvement Areas.

A-4. Zoning. The Urban Boundaries provides a line of demarcation between urban and rural areas for the purpose of applying zoning appropriate for development in the two settings. Urban-type zoning (such as residential, manufacturing and commercial zones) should generally be concentrated within the Urban Area Boundaries and more specifically, within Urban Improvement Areas. Rural-type zoning (such as the A-1, AE, AE-20, and AE-80) should be applied in areas outside Urban Boundaries.

This is, obviously, an oversimplification of the concept because there are many areas within Urban Area Boundaries which will be retained in agricultural use (and, hence, in appropriate zones) for many years. Similarly, there are also many nodes of non-rural uses within rural areas (such as rural service centers) which perform useful functions and should be zoned accordingly. However, the basic concept that urban and rural zoning should be applied consistent with the Urban Area Boundaries is a logical method of making the boundaries a working tool of the general plan.

This concept may be given additional action-forcing authority by amending the Zoning Ordinance to require that the Urban Area Boundaries shall be officially used as a general guide for the application of urban and suburban-type zoning, as opposed to agricultural zoning. This may be accomplished by adding preambles to each zoning category which define the conditions under which the zone may be applied, recognizing certain exceptions which would justify deviations from this rule (as described above). Furthermore, the action-forcing nature of Urban Boundaries requires that they be delineated on the County Zoning Map.

A-5. Street Naming and House Numbering. Within Urban Boundaries the street naming and house numbering system of the adjacent municipality should be followed. Of course, Metropolitan Area Boundaries for house numbering purposes already exist within the County. If this house numbering plan is ever considered for amendment, it would be appropriate to make it contiguous with Urban Area Boundaries.

B. PLANNING POLICIES

B-1. Density Standards - General.

Subdivisions and parcel maps of an urban or suburban character should be approved only when they are situated within Urban Area Boundaries. For purposes of this policy, subdivision and parcel maps which show parcels less than five acres in size should be considered urban or suburban developments. Rural areas should be considered appropriate for parcel map activity only when the parcels to be created are greater than 5 acres in size.¹² An exception to the 5 acre rural minimum parcel size may be desirable when such parcels are located on non-prime soils in foothill and mountain areas, if physical factors do not preclude such development.

B-2. Density Standards - Urban Improvement Areas. Urban Improvement Areas identify areas which are set aside for those type of urban uses which benefit from urban services. Generally, it is not considered economically feasible to provide community water and sewer service to developments that average one dwelling unit or less per acre. Thus, it should be basic planning policy that those types of uses which average less than one dwelling per acre, or are of such nature that they do not benefit from urban services, should be discouraged in Urban Improvement Areas. However, this would not preclude the use of these areas for temporary or time-limited types of developments. Furthermore,

if for any reason the Planning Commission and Board of Supervisors finds that it is consistent with General Plan Objectives to approve developments in Urban Improvement Areas which result in rural or suburban densities, such developments should be designed in such a way that urban densities could be accommodated in the future. Techniques used to enforce convertible lot design standards consist of special building setback provisions, irrevocable offers of dedication for future streets, future lot lines, etc.

B-3. Holding and Transitional Zones.

Where there is a gap between the Urban Improvement Area and the Urban Area Boundary, the land lying therein is considered to be either in a holding zone (awaiting the time when more intensive development may be justified), or is designated as appropriate for large-lot, suburban development (1 to 5 acres). Suburban development zones could be applied at the outer reaches of Urban Area Boundaries to provide a transition between urban and rural uses, where such uses are compatible with the land use plan of the community. However, if the land use plan designates the area for more intensive use in the future, then agricultural zoning should be employed to "hold" the land for more appropriate use.

B-4. Boundary Changes. Because one of the fundamental objectives of Urban Area Boundaries is the protection of the agricultural economic base from urban encroachment, it is inconceivable that any significant expansion be permitted without extensive justification. The city or community should demonstrate that such expansion is consistent with County agricultural policies. Consideration of any expansion of Urban Boundaries should include proposals to remove other areas from within the boundaries so that the total area within Urban Boundaries remains the same. The only conceivable excuses for boundary changes which result in net gains in areas (besides the technical changes mentioned in Chapter III) would be where the city can prove without doubt that their growth rate substantially exceeds that projected in this Plan Element.

Urban Improvement Areas on the other hand, are not intended to be a static area. They should be reviewed and modified at least every five years to reflect changes in growth and development patterns.

C. CURRENT AND ADVANCE PLANNING

C-1. Land Use Plans. Since the Urban Boundaries establish official urban planning areas it is appropriate that a land use plan for each of the affected communities be prepared. Such land use plans

¹²Five acres has been determined by the Board of Supervisors to be the minimum parcel size for a viable farming unit.

would specify the desired densities and land use categories, with particular attention to defining suitable areas for the full range of urban and suburban development. The plans should also recognize the short and long term ability of each community to provide necessary urban services within its Urban Boundaries. Since State law now mandates that the implementation of zoning and land use controls be consistent with the comprehensive plan, it is imperative that such plans be prepared. The 1963 Land Use Plan for the County is no longer considered applicable in many areas, and needs to be revised and updated.

C-2. Specific Plans. State Planning and Zoning Law was recently amended (1971 - AB 1301) to require that local governments institute a program of "specific plans." Generally, specific plans are deemed to include all detailed regulations, conditions, programs and proposed legislation which are necessary for the systematic implementation of each element of the General Plan. The Urban Boundary Element is considered the first step toward the completion of this program since it essentially identifies the "break-point" between areas where specific urban and rural area planning is to occur.

C-3. Zoning Coordination. Section 65859 of the State Planning and Zoning Act provides that a city may prezone unincorporated territory adjoining the city for the purpose of determining the zoning that will apply to such property in the event of subsequent annexation to the city. Historically this program has been misused Statewide as well as in Tulare County. Cities in the past have been prone to use prezoning as a tool to secure annexations, rather than as a method of enforcing land use planning.

The proper application of prezunging concepts fits in well with the Urban Boundaries concept. Within the context of Urban Boundaries it would be the responsibility of each city, in coordination with the County, to conduct prezunging studies within the limits of their respective Urban Area Boundaries. Once municipal prezunging is established, it becomes the responsibility of the County to reinforce the city program with comparable County zoning. Thus, the County and cities are, in effect, coordinating their programs of land use controls and guidelines within the Urban Area Boundaries. In the future it may be legally feasible to adopt a zoning text which will allow for the application of County zoning within Urban Boundaries which is the equivalent of the appropriate city's zoning categories in terms of physical and functional requirements.

C-4. Interfacing with other Plan Elements. The Urban Boundaries provide a definition of urban area which can be useful to other planning programs. For example, the designated urban area can be considered as the same area for which water and sewer system planning has been accomplished; and the Urban Boundaries can be the "cordons lines" which are used in determining traffic patterns in an areawide Transportation Plan program. They reinforce land use policies adopted in Environmental Resources Management Elements.

C-5. California Land Conservation Act. The County, through its administration of the California Land Conservation Act (Williamson Act), should establish a policy which reinforces the concept that "automatic approval" be given to individual applications for agricultural preserves located outside Urban Area Boundaries. Applications for preserves within Urban Area Boundaries should not be approved unless it is demonstrated that the effective restriction of such land would not detrimentally affect the growth of the community involved for the succeeding 10 years, or that the property in question has special public values for open space, conservation, etc., or that the contract is consistent with the publically desirable future use and control of the land in question. The County would review every preserve located within Urban Area Boundaries at 5 year intervals. At that time the County should determine whether those properties under land preserve contracts unduly confine or restrict the growth of any community in the County. If this has occurred, it would be the responsibility of the County to issue a notice of nonrenewal to land owners so that the contract on the property could be terminated ten years from that date.

C-6. Data Inventories. The Urban Boundaries provide a framework from which to begin building data inventories on growth and development, as well as socio-economic data, for both the urban and rural segments of the society. However, data collection programs "have a way" of becoming obsolete, and thus useless, unless a rigid program of updating is an essential ingredient of the program. The Planning Department recognizes this typical fault and is well on the way to building an information and resource center which will relate to the Urban Area Boundaries. Census boundaries can be altered to recognize the Urban Boundaries.

D. MANAGEMENT

D-1. Metropolitan Planning. These Urban Area Boundary lines would establish an area within which the subject municipalities' interests would be of paramount con-

cern. Ultimately there may be a legal mechanism short of annexation which would allow cities to take over some administrative responsibility for areas within Urban Area Boundaries. The use of the boundaries for taxing entities for the provision of urban services would be a step in this direction.

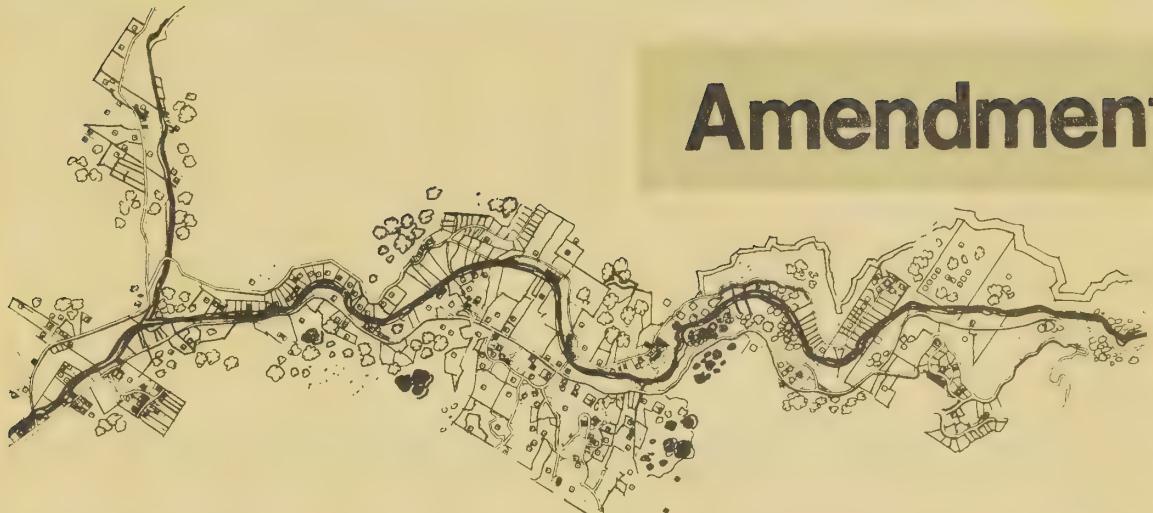
D-2. Referrals. Since the adoption of the County General Plan in 1964, the County Planning Department has maintained lines of communication among the various local agencies through its referral procedure. The policy has been to notify a city whenever matters affecting the land use within three miles of a city's boundaries fall under planning jurisdiction.

The Urban Area Boundaries serve to reinforce this referral process. Cities will be promptly notified whenever activities requiring County action in unincorporated areas fall within the city's Urban Area Boundary. Furthermore, the opinions and

recommendations voiced by the city should be given strong weight in rendering the final decision.

It is equally important that the cities endeavor to keep the County abreast of recent changes in municipal land use regulations, policies, etc. Such a procedure ensures that the County will have all facts available necessary for the rendering of informed decisions on planning matters within the Urban Area Boundaries.

Referrals might be extended to areas which lie outside Urban Area Boundaries. The classic example would be when city boundaries coincide with Urban Area Boundaries. Other cases would be where a particular land use could adversely affect the city's environmental quality (air, water, noise, etc.) although it may be located outside the city's urban area boundary. For example, the air pollution from some types of rural uses could adversely affect city residents.



Amendments

Amended: Tulare County Planning Commission
Resolution 4242 August 28, 1974

Amended: Tulare County Board of Supervisors
Resolution 74-2923 October 22, 1974

Amended to adopt an Urban Area
Boundary for the unincorporated
community of Alpaugh

Environmental Impact Report

This report is in conformance with the California Environmental Quality Act of 1970, and the administrative requirements of the Secretary, Resources Agency of California dated December 17, 1973, and which state in part:

(c) *The requirements for an EIR on a local general plan or element thereof will be satisfied by the general plan or element document, i.e., no separate EIR will be required, if: (1) the general plan addresses all the points required to be in an EIR by Article 9 of these Guidelines and (2) the document contains a special section or a cover sheet identifying where the general plan document addresses each of the points required.*

SUMMARY OF SIGNIFICANT IMPACTS

1. Growth Policy: The Urban Boundaries Element will encourage increased population concentrations within specified urban centers, and will discourage any intensive urban growth outside of these designated areas (page 19).
2. Pre-emption of Agricultural Land: The adoption of urban boundaries will hasten the loss of producing agricultural land within the designated urban areas. This is balanced by the proposal that lands lying outside the boundaries are to be retained in agricultural or open space use (pages 20, 26, 28, 33).
3. Hydrologic Effects: The intensified urbanization encouraged by urban boundaries will result in increased water demand in some localities which would, in turn, effect overdraft conditions in certain areas. The increased concentration of impermeable surfaces (paved streets, parking areas, etc.) within urbanizing areas has a negative impact upon aquifer recharge areas in those locations (pages 5, 6, 7, 21, 26, 29).
4. Atmospheric Effects: Increased population concentration will result in more automobiles within the urbanizing areas, and hence, more auto exhaust emissions there. This effect is negated by the belief that "confined" urban areas will result in more efficient use of auto transportation. Another atmospheric effect will be the expansion of the "urban climatic effect" (pages 7, 8, 22, 26, 29).
5. Geological and Pedalogical Effects: Any expansion of existing urbanizing areas into Tulare County inevitably results in loss of prime agricultural soils (Class I, II, and III) for production. This effect is balanced by the preservation of such soils for production outside the designated urban areas and the more efficient use of lands within urban area boundaries for urban uses (pages 8, 9, 10, 22, 28).
6. Biotic Effects: The expansion of urbanizing areas has the irreversible effect of pre-empting wildlife habitats. However, since a concurrent effect of urban boundaries will be to limit growth and development outside the boundaries, a resultant impact would be enhancement of unaffected habitats (pages 10, 11, 23, and 28).
7. Sonic Effects: As population concentrations are intensified within the designated areas, an overall increase in the level of noise within these areas is to be expected (pages 11, 23, 28).
8. Aesthetic Effects: The designation of extensive areas for urban development will result in the loss of the "small-town image" for many affected communities (pages 11, 12, 23, 38).
9. Adverse Impacts Created by Existing Environmental Conditions: The existence of flood prone areas within many of the urban boundaries will result in subjecting urban populations to hazardous conditions. In addition, the existence of difficult soil areas (shrink-swell and poor soil pressure ratings) has also been identified in many of the designated areas (pages 7, 9, 10, 23, 24, 28).
10. Impacts on Community Facilities: Since the Urban Boundaries Element will encourage greater concentrations of population, it is inevitable that demands for necessary community services will be increased. This is negated by the fact that more concentrated development can be more efficiently served by public facilities (pages 5, 18, 24, 26, 28, 33).

11. Socio-Economic Effects: The amount of land designated urban expansion under the Urban Boundaries Element assumes a degree of population growth that could only result from an expanded and more diversified economic base. Thus, the importance of agriculture as the County's number one industry can be expected to decline (pages 13, 14, 25, 28, 33).
12. Indirect Effects: Urban boundaries are not proposed around the County's "non-viable" communities as defined in other plan elements. Without the firm commitments as to what will happen with these places, the probability that environmental conditions will deteriorate in these areas is increased. The development of urban boundaries also tends to reinforce existing jurisdictions (page 25).

GF:mn

ENVIRONMENTAL IMPACT REPORT

I. INTRODUCTORY NOTE

It should be emphasized that the Urban Boundaries Element is being proposed as an Element of the General Plan. Thus, the impacts identified are highly generalized in nature and emphasize long-range impacts and cumulative effects rather than immediate, short range consequences.

The nature of the document necessitates this approach. Since the plan essentially outlines a strategy for controlled growth, only fundamental land use designations are made (such as urban vs. rural development). Furthermore, the Guidelines for Environmental Impact Reports provide that "an EIR on projects such as the adoption or amendment of...a local general plan should focus on the secondary effects that can be expected to follow from the adoption, but the EIR need not be as detailed as an EIR on the specific instruction projects that might follow." (Section 15147(a) of the CEQA Guidelines)

Several requirements of the State EIR Guidelines are already satisfied in the plan document; thus, in order to avoid unnecessary duplication it is intended that this EIR be combined with the Urban Boundaries Element to make up a cohesive unit which satisfies the requirements of State law.

Finally, it was not considered feasible to describe the impacts of each individual boundary in narrative form. Urban boundaries are proposed for a total of 28 communities encompassing a total area of approximately 103,000 acres. A detailed assessment of each community was not considered realistic or necessary in terms of the general policy statements provided in the plan. However, where a significant effect associated with a particular area has been determined, it will be emphasized in the EIR.

II. DESCRIPTION OF PROJECT

A. Action to be Taken:

The proposed action pertains to the adoption of Urban Boundaries as an Element of the Tulare County General Plan. Specifically, two boundaries are proposed under the Plan: (1) Urban Area Boundaries which define the ultimate urban limits of incorporated cities and unincorporated communities of the County; (2) Urban Improvement Areas which define the areas in the County within which it shall be the policy of the County to insure development to full urban standards. Urban Improvement Areas are based upon that area which will probably be subjected to urbanization or have an urban character within a 20 year period, as opposed to the ultimate growth lines defined by Urban Area Boundaries.

B. Statement of Purpose and Objectives:

Although the goals of the Urban Boundaries Element are clearly stated in Chapter I of the Plan Element, it is important that the fundamental objectives of the plan are understood. The Plan has two major thrusts: (1) The development of a rational growth and development policy to serve the needs of urbanizing areas; (2) The preservation of the agricultural economic base and open space resources of the County.

It is apparent from these basic goals that the Urban Boundaries Element will function as the basic County growth policy. Further, since the Element provides that urban development be concentrated at specific locations while preserving the agricultural hinterland for an indefinite period, it could be considered a "confined-growth" policy for the County.

Adoption of this Plan Element is felt to be justified now in order to aid local government in properly planning for the orderly growth of urban areas. Until the adoption of Spheres of Influence by the Local Agency Formation Commission (March, 1972) there had been no attempt to officially identify and designate a rational interface between essentially urban and essentially non-urban areas. Urban boundaries will help decision-makers determine the appropriate policies for growth and attendant development standards within different areas of the County.

The boundaries themselves were an integral part of the rationale proceeding the development of the Tulare County Open Space Element (1972). They generally include the same areas identified as "Urbanizing Areas" on the Open Space Plan Map. The history of the urban boundaries project and the steps leading up to the decision to adopt a confined-growth policy based on urban boundaries is addressed in the Plan document (See "Historical Perspective" beginning under Section D of Chapter I of the Plan).

C. Statement of Plan Policies:

The policies and recommendations of the Urban Boundaries Element are listed in the first section of the document and will not be repeated

here. In general, the policy statements establish a framework of rules and regulations designed to effectuate the concepts of a plan. It must be recognized that urban boundaries do not provide all of the answers to the problems of growth and expansion of communities. For this reason, the Plan recommends that a land use plan specifying desired densities and land use categories be developed for each community with urban boundaries. Such land use plans would be limited only to that area within the urban area boundary and would be based upon the ability of the community to provide necessary urban services.

D. Boundary Locations:

The criteria and methodology used to define urban boundaries can be found in Chapter II of the Plan document. In general, the Urban Improvement Areas were based upon: forecasted urban land demand to 1990, projected 1990 water and sewer service areas, community service ability, incentives for growth, obstacles to growth, and County and City General Plans and zoning patterns. The Urban Area Boundary (the ultimate urban limit) is based upon the same criteria used to establish urban improvement areas plus the following additional factors: ultimate urban service areas, retail service areas, existing boundaries, city incorporated boundaries, census boundaries, social economic factors, city annexation policies, conflicts between cities and spheres of influence.

Chapter II also provides the population base studies used to forecast land demand within the urban areas. Special attention should be given to Table II-3 of this chapter. This table provides the total area within the various urban boundaries and the forecasted population holding capacities for the Urban Area Boundary and the Urban Improvement Area around each community. The total population holding capacity of all proposed Urban Area Boundaries exceeds 575,000 people. The population holding capacities for just the Urban Area Boundaries around the incorporated cities in the County is estimated at 503,000 people. These estimates were based upon the assumption that the urban density of each community as determined from 1970 census would remain constant into the future. The population holding capacities for Urban Improvement Areas are substantially lower than those for the Urban Area Boundaries. The total holding capacity of Urban Improvement Areas is approximately 425,000 people.

E. Implementation:

Chapter IV of the Plan document deals rather extensively with the subject of implementation. The Chapter notes that implementation of urban boundaries can be interwoven among various aspects of the comprehensive plan including zoning and subdivision ordinances, current and advance planning programs, the California Land Conservation Act program, and coordinated efforts between cities and County. The Plan strongly recommends that many private and public decisions be based upon the Urban Area Boundary and the Urban Improvement Area.

III. DESCRIPTION OF ENVIRONMENTAL SETTING

A. Regional Setting:

Tulare County lies in the southern half and on the east side of the San Joaquin Valley, the great central valley of California. The urban boundaries as conceived in the Plan Element are proposed exclusively for communities situated in the valley portion of the County (approximately the eastern one-third of the County). The valley is nearly level with very gentle to rolling slopes along the eastern margins. For the most part, Tulare County is located within a closed basin since most of the rivers and streams have their ultimate destination at Tulare Lake. Elevations range from approximately 200 feet above sea level to over 14,000 feet along the peaks of the Sierra Divide.

There are eight incorporated cities and about 50 small rural service centers scattered throughout the valley portion of the County. These communities are generally located at 5 to 10 mile intervals along the arterial road system of the County. Urban boundaries are proposed for all the incorporated cities and for 17 of the rural centers which are considered "viable" under the Water and Liquid Waste Management Element of the County General Plan.* Urban Improvement Areas are proposed for two incorporated cities (Delano and Kingsburg) which lie outside the County. Maps showing all the communities for which urban boundaries are proposed can be found in the Plan Element (Chapter III).

B. Land Use:

The nature of the Urban Boundaries Element necessitates that only very generalized land use calculations be made. Reference is made to Table II-2 of the Plan document. This table shows the total number of acres within the urban boundaries which are currently in urban use (1970 estimates). These were based upon calculations made for the Water and Liquid Waste Management Element (1972) as modified by recent land use studies for selected areas. In 1970, the total number of acres in urban use within the proposed urban boundaries was estimated at approximately 25,000 acres. Nearly 21,500 acres of that total was found within the incorporated city urban areas.

The total urban land demand in the urbanizing areas of the County is expected to nearly double by 1990. The table shows that urban land demand in city urban areas will exceed 40,000 acres by that time; whereas the total 1990 urban land demand in all urbanizing areas of the County will be nearly 45,000 acres.

Table II-2 also illustrates another significant trend. Not only is the gross land demand for city urban areas substantially larger than that for unincorporated communities, but the rate of growth in city urban areas is measurably faster. This is indicative of the long-range migrational trends (rural to urban) determined from analysis of census statistics.

* These communities include: Cutler-Orosi, Dinuba (inc.), Ducor, Earlimart, East Orosi, Exeter (inc.), Farmersville (inc.), Goshen, Ivanhoe, Lemon Cove, Lindsay (inc.), London, Pixley, Plainview, Poplar-Cotton Center, Porterville (inc.), Richgrove, Strathmore, Terra Bella, Tipton, Traver, Tulare (inc.), Visalia (inc.), Woodlake (inc.), and Woodville.

The maps found in Chapter III of the Urban Boundaries Element indicate the general distribution of urban land uses within each community. No attempt is made to differentiate among the various classes or intensities of land use (residential, commercial, industrial, etc.).

C. Community Facilities:

The following discussion centers on the condition of essential community services within areas covered under this plan element. Of particular importance is the condition and capacities of the water and sewer systems of each community. The Water and Liquid Waste Management Element of the Tulare County General Plan (1972) provides such an assessment. Reference is hereby made to Tables II-2, 4, 6, 8, and 11 of that Plan Element which provide generalized profiles of social, economic and physical conditions in each community. These tables can be found in the appendix of this report.

These tables show that while Lemon Cove was the only community surveyed which had no public water system, the communities of Traver, East Orosi, Goshen, Poplar-Cotton Center, and Plainview currently have no public sewer services. Furthermore, in the case of Lemon Cove, which has a sewage collection system, the Water and Liquid Waste Management Element expresses a need for sewage treatment facilities in order to avoid a public health or pollution problem. Those communities currently without sewer services rely upon individual septic systems to dispose of liquid wastes generated in the community.

Currently, the communities of Plainview, Lemon Cove, London and East Orosi contain no educational facility within their urban areas. Furthermore, the communities of Cutler-Orosi and Strathmore are the only unincorporated communities in the County which possess high school facilities. It should be noted also that Farmersville is the only incorporated city which has no high school facilities.

There are several unincorporated communities in the County which possess no fire fighting facilities. These include: Traver, East Orosi, Tipton, Plainview, Richgrove, and Poplar-Cotton Center.

Other essential services which should be briefly discussed include police protection, solid waste disposal sites, drainage systems, street lighting, parks and recreation, medical services, libraries, and the various public utilities (telephone, electricity, gas, etc.). The existence or absence of such facilities is indicated on the matrix included in the appendix.

D. Hydrologic Conditions:

As stated previously, the areas included within urban boundaries are located primarily within the Tulare Lake drainage area. The major streams which supply water to the valley portion of the County are the Kings, Kaweah, and Tule Rivers. There are numerous other natural intermittent streams which furnish water to the County. Many of these channels pass through the urbanizing areas of the County's cities and unincorporated communities. These are as follows:

<u>Name of Community</u>	<u>Name of Creek or River</u>
Cutler-Orosi	Sand Creek
Woodlake	St. Johns River
Visalia	St. Johns River, Mill Creek, Packwood Creek, Cameron Creek
Farmersville	Deep Creek
Tulare	Cameron Creek, Elk Bayou
Lindsay	Lewis Creek
Porterville	Tule River
Terra Bella	Fountain Springs Gulch (Deer Creek tributary)

The existing water quality of these surface sources is generally good. Water which flows through these rivers and creeks is used for a variety of activities including domestic, commercial and industrial uses, recreational oriented activities, agricultural uses, maintenance of lakes and reservoirs, and as storm drainage systems. However, by far the most important economic use of the water from these sources is for irrigation.

Approximately 40% of the irrigation water demand in the County and nearly all of the urban demand is supplied through groundwater sources. The current condition of the groundwater reservoirs in the County is uneven, at best. There is much concern regarding overdrafts (withdrawals exceeding recharges) and the possibility of infiltration of saline water from the central portion of the valley. The Environmental Resources Management Element (page 37) points out that continued overdraft situations may have the effect of reversing the hydrologic gradient (direction of underground flow of water). The mineral and chemical content of the groundwater varies throughout the County. North of Porterville ground water is principally calcium sodium bicarbonate in type and of good mineral quality. However, in the southern part of the County, particularly the southwest, groundwater is very high in sodium and generally of poor quality because of excess mineral content and salts. High nitrate concentrations have been detected in groundwaters on the east side of the valley along the foothills.

The groundwater reservoirs of the San Joaquin Valley are built up primarily by infiltrating water percolating under the soil. This recharge is mainly a seasonal phenomena and is associated with soil types having rapid percolation rates. The map marked Exhibit A indicates soils rated as having a high aquifer recharge capability (source - Department of Water Resources). The only communities which do not infringe upon aquifer recharge areas are Ducor and Traver.

The Valley portion of Tulare County is known to have a long history of flooding. The largest and most damaging floods in recent years occurred in 1955, 1966 and 1969. Records also show that great floods occurred in this area in 1862, 1867, 1893, 1937 and 1950. The map marked Exhibit B indicates areas in the Valley portion of the County which are subject to flooding based upon information supplied by the U.S. Army Corps of Engineers. A brief review of this map shows that all or a portion of the urbanizing areas of the following communities are situated within flood prone areas:

Dinuba	Cutler-Orosi
Goshen	Visalia
Woodlake	Farmersville
Exeter	Lindsay
Strathmore	Porterville
Tipton	Earlimart
Pixley	Traver

The only major urban area of the County which is not subject to flooding is Tulare. Basic cause of flooding in the Valley area has to do with the natural drainage patterns in the area. This was described in the County Floodplain Management Study (1969) as follows: "The natural drainage pattern in the Valley area is characterized by a braided pattern of development which is caused when streams are split into a number of intertwined channels separated from each other by islands or channel bars. The occurrence of these braided conditions is generally believed to indicate that a stream system is unable to carry all of its load. In the Valley area the interfacing condition results from a combination of an excessive contribution of volume flow to the main streams coupled with a sudden decrease in stream elevation gradient with the resulting loss of transporting power. These conditions occur when a stream emerges from the mountains directly onto the Valley lowlands. Therefore, a greater flood potential exists in the Valley area than in the mountain areas of the County."

Studies conducted by the U.S. Army Corps of Engineers identify a condition termed "sheetflow" which is characteristic of most of the Valley area. Sheetflow is defined as a broad, shallow, overland floodflow varying from a few inches to not more than 2 feet in depth, and which rarely exceeds speeds of greater than 2 cfs. This is not a particularly hazardous condition; thus, it may be said that flooding within the urbanizing areas of the County (Valley areas) is not a significant deterrent to urban growth and development provided that adequate drainage facilities and flood proofing measures are implemented in these areas.

E. Atmospheric Conditions:

Three distinct climatic zones have been identified in the County: the Valley area, the Foothill area and the High Sierras. The Valley area is characterized by a "Mediterranean" type climate, since the winters are cool and moist and the summers are dry and warm. Approximately 85% of the precipitation occurs during November to April, and the frost-free season usually exceeds nine months. A thermal belt exists in the area which enables the production of frost-sensitive tropical fruits such as citrus, avocados and olives. The thermal belt is typically situated at

the base of the foothills where air drainage conditions can be found.

Another noticeable climatic feature of the Valley is the radiation fogs that occur during the winter. Typically these fogs are more severe and persist longer in the lower elevations of the Valley. Tables illustrating various climatic features in the Valley can be found in the appendix.

Tulare County is located near the southern end of the San Joaquin Valley air basin. Since the prevailing winds are from the northwest, the County is in an extremely vulnerable position for the accumulation of adversely modified air. The most recent report prepared by the State Air Resources Board (ARB) confirms this belief. The ARB Report which covered the 1972 air monitor readings shows that the Tulare-Visalia area exceeded the threshold oxidant safety level (established by the Environmental Protection Agency) more times than any other area in the San Joaquin Valley Air Basin. Furthermore, the Tulare-Visalia area ranked second in particulate readings (Bakersfield was first).

The main source of air pollution in the Valley is the internal combustion engine. The ARB Report found that 82% of the hydrocarbons and 59% of the nitrogenoxides in the Valley are produced by motor vehicles. The primary source of particulates in the air is believed to be the agricultural industry in the Valley. However, the reason why oxidants reached such high levels in the Tulare-Visalia area is not clear. There are two theories: one is that the pollutants find their source from the Fresno metropolitan area; the other suggests that pollutants are being produced within the local area (source - Visalia Times Delta article, January 29, 1974).

Irregardless of the source, the fact remains that the San Joaquin Valley has the potential of being one of the worst smog areas in the country. This is because the San Joaquin Valley is a closed air basin; because it is subject to periods of prolong inversions; because it has comparatively light wind flow and ample sunlight.

The effects of photo-chemical smog on health and welfare are well known and will not be discussed extensively herein. In general, oxidant levels above .10 parts per million will impair respiration, reduce endurance, and may cause persons with cronic respiratory problems to experience difficulty in breathing. Trees and crops are also affected by air pollution. The decline of the Ponderosa Pine in the San Bernadino Mountains due to air pollution, for example, has been well documented. Other studies show that high levels of pollutants in the atmosphere have a detrimental effect on vineyard and citrus production. Whether such effects have occured locally, however, has yet to be determined, although studies done by the County Agricultural Extension Service seem to give this indication.

F. Geologic and Pedologic Conditions:

Because of the ever present hazard of earthquake disasters in California, seismic characteristics within the project area should be considered. No active faults are known within the Tulare County area, although two relatively small faults may be present in south-central Tulare County. Geologic investigations indicate that these faults have not moved for at

least 100,000 years and are not considered a significant hazard. The known active faults that pose a hazard to Tulare County include the San Andreas Fault, the Owens Valley Fault group, and possibly the White Wolf Fault to the south. Analysis of available data indicate that these fault systems would be the source of strong ground shaking in the area. (Source - First Draft Technical Report Five-County Seismic Safety Element.)

The Seismic Safety Technical Report identifies several seismic zones throughout the County, based upon the expected intensities of shaking that could be reasonably expected from major earthquakes occurring on one of the above mentioned faults. The urbanizing areas considered in the Urban Boundaries Element are situated in either of two seismic zones: (1) Zone VI which is situated in the valley portion of the County and (2) Zone S4 which is in the foothills and along the base of the foothills where bed-rock is relatively shallow. Strong shaking and ground motion resulting from seismic activity generally is not severe in these zones.

Surface subsidence, has been identified in some valley areas where substantial lowering of water tables has occurred in young, unconsolidated, compressible deposits. (Source - Polland and Davis)

Most of the communities for which urban boundaries are proposed are situated on broad alluvial fans extending westward from the base of the Sierra Foothills. Soils developed under these conditions generally do not have any major problem regarding bearing capacity for buildings. The land is basically flat or gently sloping and, with the exception of communities located at the base of the foothills, there is little evidence of erosion or mass movement. The urban area proposed for the City of Porterville does extend into relatively rugged areas where soil slippage and erosion could be expected.

The Valley area is characterized by four basic soil groups as identified by the U.S.D.A. Soil Conservation Service (Report and General Soil Map of Tulare County, 1967). All the Valley soils are moderately deep to very deep and are situated on nearly level to moderately sloping land. The eastern portion of the County is characterized by Group 1 soils which are poorly to moderately well drained and affected by salts and alkali. The communities of Traver, London and portions of the urbanizing areas of Visalia, Tulare, Tipton, and Earlimart are situated on Group 1 soils. These soils have very slow percolation rates and are thus considered to have severe limitations for septic tank filter fields.

Group 2 soils consist of moderately well to excessively drained soils formed on more recent alluvial deposits of the major streams in the County. The City of Dinuba and portions of Visalia, Exeter, Lindsay, and Porterville are situated on these soil types. These soils have few limitations to urban growth and expansion.

Group 3 soils consist of well drained soils with hardpans or indurated layers situated in the profile. These soils may be found in a nearly continuous band stretching along the base of the foothills. All or a portion of the following communities are situated on Group 3 soils: Cutler-Orosi, Woodlake, Ivanhoe, Lemon Cove, Lindsay, Exeter, Strathmore, Plainview and Porterville. The permeability of the soil in these areas is limited by the hardpan layer and, thus, the soils are considered

inappropriate for septic tank filter fields.

The fourth soil group consists of soils which are moderately to well drained and slowly to very slowly permeable. These soils are also situated along the bases of foothills, but are less extensive than Group 3 soils. Group 4 soils contain high proportions of clay and fine textured material and thus, have a high shrink-swell behavior (soils which expand when saturated and contract when dry). Furthermore, because the soils have very slow percolation rates they too are considered to be poor locations for septic tank filter fields. Portions of the communities of Porterville, Terra Bella, and Ducor are situated on Group 4 soils.

The basic industry in the County is agriculture. In 1972 the total value for agricultural production in the County exceeded \$450 million. The great majority of land in agricultural production is situated in the Valley area where soil analysis reveals that more than 95% of the land is arable. Agricultural production is enhanced by the existence of vast amounts of prime agricultural soils (Class I and II land as determined by the Soil Conservation Service). Prime agricultural land consists of those areas which are suitable for sustaining high yields of most climatically adopted crops with minimum costs of development and minimum costs of management due to the absence of any major limitation in land characteristics. These soils occur very rarely in nature and are essentially lost for productive use when they are preempted for urban development.

The Urban Boundaries Element points out that "it is a true if unfortunate fact that nearly all of the eight incorporated cities and most of the unincorporated communities are located on these prime soils (approximately 23,000 acres). Therefore the gradual expansion of urban areas invariably results in a loss of vital economic resource in the County."

G. Biotic Conditions:

The natural plant community which originally dominated the great central valley was the Valley Grassland. Before the onset of man, the dominant species were perennial bunchgrasses. Now, where grasslands still exist in a semi-natural condition, the perennials have been largely replaced by annual species. The remaining portions of the original grassland has been largely pre-empted for agricultural production. The remnants are limited to areas which have not been provided with irrigation water, or are characterized by difficult topography.

A notable feature of the Valley landscape is the existence of "gallery forests" which line many of the rivers and streams which traverse the Valley. The most outstanding example is found in the Delta region of the Kaweah and St. Johns River east of Visalia. In this area, periodic overflows have discouraged the development of intense agricultural production and, cattle grazing remains the predominant land use. The dominant species in the gallery forest is the Valley Oak.

The Valley area of the County also contains the habitats of several rare and endangered species of animal. The most important endangered species known to range into this area is the California Condor. Sightings have

been made in the foothills as far north as Strathmore although the potential range would extend along the entire line of foothills in the County.

Another lesser known endangered species which inhabits the valley is the Blunt-Nosed Leopard Lizard. The primary habitat of this species lies west of Highway 99 and south of Tipton.

Species which are classified as rare include the San Joaquin Kit Fox, the Giant Garter Snake, and two species of eagle (Golden and Bald). The Kit Fox is generally found in the area south of Cutler-Orosi and west of the base of the foothills. The Giant Garter Snake is principally found along the Tule River; while the Golden and Bald Eagles are known to inhabit the area surrounding the Kaweah and Success Reservoirs.

H. Sonic Conditions:

Very little research has been attempted within the valley area to determine the existing level of noise in both urban and rural areas. Thus, this discussion will be largely drawn from the studies made in other parts of the country.

Noise may be defined as any sound that is undesired by the recipient; hence, noise is subjective and based upon personal evaluation. The varied activities of urban life inevitably seem to produce noise. The final report of the Committee on Environmental Quality (U.S. Federal Council for Science and Technology) concluded that the noise problem in our environment is increasing: "The problem is broad in scope; it affects almost every facet of daily living and not only affects the health and wellbeing of our citizens but also has broad socio-economic implications."

In Tulare County urban concentrations of various activities have not reached the same level of intensities as have been identified in major cities. Since noise is said to be largely a function of urban concentrations, it follows that noise levels generated in the County's principal communities have not generally reached levels that could endanger health, safety and wellbeing. The only known studies of noise levels in the County (studies of aircraft noise generated from the County's principal airports and vehicle noise along State highways) support these conclusions.

The only problem which may exist (there is no conclusive evidence of this) would be the existence of adverse noise conditions generated from industrial sources in some of the small unincorporated communities. Industrial development in these communities has typically located in the center of town alongside transportation facilities. In fact, many of these places originally evolved around industrial concentrations which preceded housing and service facilities for employees.

I. Visual and Aesthetic Conditions:

The dominant aesthetic quality that presently characterizes most of the communities affected by urban boundaries is that of the "small-town image." Although Visalia, Tulare And Porterville can no longer be said to retain a small-town atmosphere, the concept definitely applies to the

smaller viable communities in the Valley portion of the County.

What are the qualities of the small-town which are valued by its inhabitants? The small town could be considered in the same context as the neighborhood unit of a metropolitan area. In other words, these communities typically retain one elementary school, one commercial area, one industrial area, park and recreation facilities, etc. Thus, conditions exist which enhance intense social interaction among members of the community.

In general, the people who reside in these communities value the atmosphere of small-town community living since it allows a high degree of social cohesiveness while also allowing individual expression. The conveniences (ready access to basic public and private services) offered in such communities are likewise valued by the residents.

The foregoing discussion is highly generalized in nature and may not reflect the views of every individual in these areas. However, these beliefs have been born out by testimony obtained in recent community planning and rezoning hearings; and thus are considered appropriate for these communities as a whole.

The backdrop of the Sierra Nevada Mountains is the dominant visual attribute to Valley living. It is unfortunate that in recent years the amount of contaminants in the air have reached the point where this magnificent natural feature is rarely seen from most parts of the Valley.

J. Demographic Conditions:

The 1970 Census reported that the County contained a total of 188,322 people. This represented an 11.8% increase in population from the 1960 Census. The 1970 population statistics for the urban areas in the County are shown on Table II-1 in Chapter II. This Table indicates that over 140,000 people resided in the County's viable urban areas in 1970, 84% of which were situated in city urban areas.

The same Table shows high-range population forecasts for all the communities considered in the plan. The estimated County population by 1990 will be somewhere in the neighborhood of 270-280,000 people. By this date the urban areas of the eight cities alone should account for over 80% of the total County population, compared to 62% in 1970. Of the total projected population, only 5% is expected to be living on rural farms by 1990.

These population projections reflect a continued decline in the rural farm population due to further consolidation of farming units and further shifts of farm population to urban areas. Furthermore, they reflect the assumption that: (1) The County will reach a point during the current decade when it will experience a net in-migration; (2) The County will experience higher levels of nonagricultural employment than occurred over the past twenty years. (Source - Water and Liquid Waste Management Element).

In conclusion it may be said that the existing urban areas of the County are approaching a period of rapid growth and development; and, the rural farm population will continue to decline both absolutely and in proportion to the County-wide total. However, a trend entirely opposite to these

conclusions has also been identified. This pertains to the expected increase in rural non-farm population as a result of people seeking to escape the crowded environments of our towns and cities. The magnitude of this reversed trend has not been quantified in any available literature for the County. In any case, the trend does exist, and records from recent parcel maps, subdivisions, and building permits indicate that the trend is accelerating.

Another factor of population which needs to be addressed pertains to the ethnic make up of various communities in the County. Reference is again made to Tables II-2, 4, 6, 8 and 11 of the Water and Liquid Waste Management Element (in the Appendix). These Tables indicate where concentrations of certain ethnic groups currently exist in the County.

K. Employment/Economic Conditions:

The same Water and Liquid Waste Management Tables given reference in the foregoing section also include basic data relative to the employment and economic conditions in each community. Agriculture is the most important factor in the Tulare County economy, even though there is a marked trend of increased industrialization and tourist impact. At the present time more citrus is produced in Tulare County than in any of the other counties of the State, and is rapidly becoming one of the leading areas of the State for the dairy industry. Other principle crops include cotton, cottonseed, alfalfa, grapes, olives, peaches, plums, walnuts, vegetables, livestock (including cattle and beef cattle), poultry and poultry products (source - Overall Economic Development Plan for Tulare County, Marcy, 1971).

The Overall Economic Development Plan (OEDP) indicates that manufacturing industries have excalated somewhat in recent years to provide more job opportunities than the agrarian employment. The major categories of manufacturing in the County are:

1. Non durable goods accounted for nearly 25% of the 1969-1970 average payroll.
2. Lumber, wood manufacturing, and allied products produce more than 12% of the average payroll.
3. Primary and fabricated metals, and products, produced about 14%.
4. Machinery, electric and non-electric, combined with the other durable manufacturing, produced more than 45% of the manufacturing payroll of Tulare County during 1969-1970.

These statistics are indicative of diversification of industry that has taken place in the County in recent years. As of December 1969, there was a total of 325 industrial firms in Tulare County, of which 98 had more than 40 permanent employees. Most of this industrial diversification has tended to locate in the larger urban centers, principally the cities of Visalia, Tulare and Porterville. The agrarian-based economy of the smaller, unincorporated communities, remains essentially unchanged.

One problem which has hindered economic growth in the smaller communities

has to do with the lack of satisfactory sewage facilities to meet industrial requirements, and to a lesser extent the lack of such facilities to serve both commercial and domestic needs. To some extent, too, the lack of adequate water facilities has hindered some companies from locating in these areas.

However, the totality of social, economic, physical, cultural and aesthetic degradation which exists in varying degrees in many of these communities is the real problem which currently exists. There is little doubt that many minor rural service centers and residential tracts exist in the County which have a high incidence of substandard housing, a low assessed valuation, and allow level of public services and facilities required for adequate urban existence. The Urban Boundaries Element takes account of these findings by the fact that no urban boundary is proposed for communities which had been determined to be "non-viable" (not likely to achieve a state of development permitting provision of satisfactory community services - an improbable growth future).

L. Existing Planning Programs/Policies:

In this section the relationship of the Urban Boundaries Element to the other Elements of the County General Plan will be discussed. As stated earlier, the proposed boundaries are primarily an outgrowth of the Open Space Element of 1972. The Open Space Plan discourages premature and unnecessary conversion of open space lands to urban uses as a matter of public interest. This benefits the urban dweller by discouraging non-contiguous development patterns which necessarily increase the costs of community services to community residents. The Open Space Plan contains the following policies which relate to the growth and development of urbanizing areas:

- (1) *The County of Tulare should inventory, through a land capability study, the location where key land uses could be applied, then as a second process, determine where such land uses should be allowed within the County to provide the best balanced environment for residents and visitors of the County. A major part of the later consideration should be the capability and long term obligation of Tulare County to export specialty crops to the State and to the Nation.*

This policy is founded on the philosophy that the intrinsic ability of the land to tolerate or reject specific types and intensities of use should be the fundamental planning determinant in the County. Special attention is given to the relationship of urbanization to the preservation of areas needed for raising specialty crops. The Urban Boundaries Element is essentially compatible with this policy since it defines areas which are intrinsically suitable for urbanization while preserving other areas which are known to have a high agricultural capability.

- (2) *Urban uses should be permitted on Class I, II and III soils only when these uses are located within the spheres of influence as established by the Local Agency Formation Commission around each municipality and service center within the County.*

The ultimate urban limit line proposed in the Urban Boundaries Element (Urban Area Boundary) is essentially identical with the LAFCO Spheres of Influence. The changes that have been proposed are discussed in Chapter III of the Plan document.

(3) Tulare County should attempt to maintain agriculture as a primary, extensive land use, not only in recognition of the economic importance of agriculture, but also in terms of agriculture's real contribution to the economic conservation of open space and natural resources.

The major threat to the agricultural industry is the pre-emption of agricultural land by scattered, uncontrolled urban development. The Urban Boundaries Element is one attempt to control and channelize growth into definable urban spheres, thereby preserving and enhancing the rural-agricultural area situated outside the spheres.

(4) Urban expansion should be allowed only in sequential growth patterns, which will maximize preservation of natural amenities, wonders, and cultural heritage sites throughout the County. Such growth patterns will serve also to fill up the interstices of existing urban growth, to allow more efficient and less costly provision of urban services, and to protect land investments.

Urban extensions into the hinterlands around principle metropolitan areas should be encouraged to remain as compact as possible, to minimize new vehicular travel needs.

The Urban Boundaries Element seeks to implement this policy through the formation of Urban Improvement Areas within the ultimate growth limit lines (Urban Area Boundaries). The maps in Chapter III of the Plan indicate the placement of the Urban Improvement Areas around each community, which in most cases includes considerably less area than the "ultimate" Urban Area Boundary. These Urban Improvement Areas were designed to be extensions of existing urbanized areas, and thus will tend to encourage sequential or phased growth.

(5) Urban growth should not occur in floodplains, near shorelines, on scenic or historical sites, valuable resource lands, aquifer recharge areas and other protection areas designated on the open space plan, unless such use can be designed to be compatible and unintrusive.

Prior reference has already been made to the criteria used to establish urban boundaries (Chapter II-A of the proposed Plan Element). These criteria include many of those described above, although certain "trade-offs" were necessary. The effects of these trade-offs will be discussed in greater detail in the following sections of this report.

The Water and Liquid Waste Management Elements of 1971/72 establish the following County policies:

(6) "The delineation of 'urban parameters' or Spheres of Influence as identified by the Tulare County Planning Department in its Urban

Boundaries Study (adopted by the Local Agency Formation Commission) should be adopted and used as suggested. These boundaries provide a definitive and documentable planning area within which we may explore the need to differentiate the service needs of rural and urban areas.

- (7) *Central community water systems should be extended in a manner which will promote orderly development and should be mandatory in urban areas.*
- (8) *Extension or creation of central water systems and other public facilities likely to generate growth should be prohibited in areas where development should not occur, such as...predominately agricultural areas and areas of regional, statewide or national open interests.*
- (9) *Discourage installation of septic tanks on small lots through appropriate zoning and subdivision regulations, particularly in urban areas and areas where the soil and groundwater conditions are inappropriate.*
- (10) *Central sewers should be installed in all areas where urban densities occur, and trunklines (should be) excluded from those areas permanently committed to large parcel development (agricultural or open space and recreation uses)...central sewers should be phased to promote orderly and economic development.*
- (11) *In urban areas not yet serviced by community systems, acceptable community sewer systems serviced by package treatment plants should be permitted...central cities should also be provided maintenance of those systems within their Sphere of Influence. The design concept should render the system capable of connection to the central community system when feasible.*
- (12) *In urban areas where central systems are not available, sewer 'stubs-outs' should be required in order to consolidate connection to future community systems!*
- (13) *It is necessary to develop an urban growth strategy geared to the orderly and efficient provision of services. Magnitude, direction and quality of growth must be influenced and channeled through the extension or retardation of public facility systems to certain areas.*
- (14) *County services and resources (should be) provided only in areas where there are substantial community assets and prognosis for growth is favorable, so that cost of sewer and water systems and facilities will not threaten the financial stability of the community.*
- (15) *Local communities as well as the County should utilize such tools as utility extension policies, protective open space zoning and ordinances requiring that all new urban development be connected to the community water and sewer systems to channel new growth into more desirable patterns of development.*
- (16) *Public resource commitments to communities with little or no authentic future should be carefully examined before final action is initiated. These non-viable communities would, as a consequence of major public facilities such as sewer and water systems, enter a*

process of long-term, natural decline as residents depart for improved opportunities in nearby communities.

These policies give further depth of meaning to the urban boundaries concept. They provide a series of rules and guidelines governing the provision of the central community services within urbanizing areas. There is no apparent conflict between the policies of the Urban Boundaries Element and those defined above.

The following policies have been extracted from other elements of the County General Plan. These policies when used in conjunction with the proposed Urban Boundaries Element lay the groundwork for the County's growth policy.

- (17) *Special attention should be given to formulation of policies concerning where the placement of new housing should be avoided and delayed. A thorough analysis of the economic and social viability of certain unincorporated communities and the feasibility of directing further public and private investments to those communities will assist in policy formation. (Source - First Year Housing Element, 1972, Preliminary Housing Policies.)*
- (18) *The distribution of library resources throughout the County should serve or reinforce a countywide growth and resources management strategy. (Source - Library Master Plan, 1972)*
- (19) *New urban development should be an extension of existing urban areas. (Source - Land Use Element, 1963)*
- (20) *Scattered urban development should be discouraged. (Source - Land Use Element, 1963)*
- (21) *Weight should be given to agricultural land quality and productivity in determining areas of urban expansion. Special emphasis should be given to the preservation of Class I soils and lands which produce or are capable of producing high value specialty crops by encouraging urban extensions into less productive areas where such opportunities are present. (Source - Land Use Element, 1963).*
- (22) *A County and its Cities should develop agreement on policies and standards relating to building construction, subdivision development, land use regulations, highway construction, public utility connections and other closely related manners affecting development of urban fringe areas. A continuous program of city-county coordination is most vital to achieving any reasonable success in county and city planning programs. (Source - Land Use Element, 1963)*

The recommendations and policies provided in the various Plan Elements direct the County and the eight Cities to attempt to use their resources in the most efficient way possible through the evolution of "growth centers" approach to countywide resource management. Such an approach consists of the designation of specific growth centers within each sub-area of the County, within which public resources are to be concentrated. The proposed Urban Boundaries Element is a direct response to the mandates made

in the various Plan Elements. Communities with urban boundaries are in effect given a high priority for growth and development. Thus, it would appear that urban boundaries would not be inconsistent in any way with existing plan policies, and in fact enhances the effectiveness of these policies.

M. Circulation:

A brief description of the condition of the various circulation systems in the County (vehicle transportation and rail transportation) is necessary in order to lay the groundwork for further discussion in the impact assessment process. Basically, all the communities for which urban boundaries have been proposed are served by major County arterials or primaries. State highways and freeways also serve many of the communities. Most of the larger communities have access to rail facilities.

Internal circulation in many of the small unincorporated communities, however, is in poor condition. A need exists for improvements such as drainage systems, resurfacing of roads, etc.

In conclusion, while inter-community transportation facilities are sufficient to meet present need, the existing conditions of many of the local streets and roads within unincorporated communities is substandard. The County is currently in the process of developing a Countywide Transportation Plan as required by State law.

IV. ENVIRONMENTAL IMPACT ASSESSMENT

A. Assessment Methodology:

The purpose of this section is to provide the Planning Commission and the Board of Supervisors with a generalized analysis of the environmental impact of urban boundaries. The policies recommended for adoption under the urban boundaries concept are not specific in nature, and thus a detailed analysis of impacts cannot be accomplished. Since the plan is a long term policy guide, long-range impacts will be emphasized, and presented in sufficient detail so that both beneficial and adverse impacts can be evaluated.

Because the impact evaluation will be highly generalized, the magnitude and importance of each impact cannot be specifically quantified. Thus the reader should take note that the impact analysis contains qualitative judgments and assumptions. Each effect identified in the process is determined to be either adverse or beneficial. This is done so as to provide decision makers with "a succinct recital of the interests being balanced." (Source - CEQ Third Annual Report.) Because of the long range impact of urban boundaries, the analysis will emphasize the identification of irreversible impacts and commitments of resources.

B. Impact Generating Features of the Plan:

The Urban Boundaries Element would seem to have both direct and indirect effects on the way in which growth occurs in the County. The Plan emphasizes the redirection and concentration of population into identifiable growth centers. Thus, the principle impact generating feature of the plan will be to encourage population growth in certain areas while discouraging growth in other areas.

The intensification of population within urban boundaries will in turn result in a multitude of varied activities and processes which impact upon environmental quality. Briefly these activities and processes could be described as follows:(not a complete list):

- (1) Population concentrations will result in construction activities necessary to provide homes, places of work, and essential services to the expanded population. The direct impacts of such construction activities will, of course, be temporary in nature (dust, equipment noise, etc.); however the human environment provided by such construction activities will be long-lasting.
- (2) Traffic volumes and congestion on streets and highways within Urban Boundaries would be expected to increase.
- (3) The urbanization process inevitably results in an increase in the area of impermeable (paved) surfaces, which in turn causes increased runoff and inhibits groundwater recharge.
- (4) In general, population growth will be accompanied by the development of various support systems necessary to accommodate the growth. This refers to the infrastructure of community service systems necessary to

provide essential urban services, such as: water systems, sewer systems, drainage systems, streets and highways, street lighting, public safety services, etc.

The activities and processes described above are those which will be considered in the following impact analysis. Unfortunately the magnitude of these impacts can only be described in general terms at this time. It is the intention of the Environmental Review Committee that more detailed studies of these effects be made when specific project proposals are considered.

C. Environmental Impact:

1. Pre-emption of current and future options for land use.

The pre-emption of existing agricultural land uses is an unavoidable result of the urbanization process. The forecasts of urban land demand presented in the Urban Boundaries Element determine that nearly 20,000 acres (approximately 30 square miles) of agricultural land would be converted to urban uses by 1990. This is indicative of what could occur if existing trends are extrapolated into the future. It should be noted, however, that these forecasts are considered inflated due to the fact that: (1) high range population forecasts were used; and (2) recent trends indicate that urban **densities** are increasing rather than stabilizing.

It is clear that a considerable amount of producing agricultural land will necessitate relocation of agricultural production elsewhere to meet market demands. Thus, it would be expected that other areas (such as the west side of the central valley) could benefit by such actions. Pre-emption of producing agricultural land would also effectuate a long term change in the local economic base of the County (agricultural to more diversified industries).

In a narrow sense, it could be argued that the adoption of urban boundaries would have no effect (adverse or beneficial) upon the loss of agricultural land, since the pre-emption process is an inevitable result of the economic growth of each community. It must be emphasized that the urban boundaries, particularly the Urban Area Boundary, contains land well in excess of the realistic need for urbanization. The Urban Area Boundary around the City of Tulare for example, contains 5 times more land than could reasonably be expected to be urbanized by 1990. The Urban Area Boundary, is of course, an ultimate growth parameter; however, this does not change the fact that these lands are being committed to urban development even though the effective date of such development may be well beyond the foreseeable future.

In conclusion, the adoption of urban boundaries could result in the loss of producing agricultural land in excess of the actual need for urban expansion. A comparison of the forecasted land demand (Table II-2) with the population holding capacity for the urban boundaries (Table II-3) leaves no doubt to this conclusion.

2. Impacts on existing environmental conditions.

(a) Hydrological impacts: Increased population concentrations would result in increased water demand for domestic, commercial and industrial use within specific areas. As previously stated, an overdraft condition currently exists in most of the groundwater reservoirs of the County. Thus, any localized increase in demand (which is already taken out in excess of replenishment) could not continue indefinitely without adverse economic and environmental effects, such as intrusion of saline water.

Furtunately, all of these cities and communities for which urban boundaries have been proposed are situated in areas where to date the overdraft problem has been minimal. This does not discount the fact that localized overdraft conditions will be accelerated as population intensifies in these communities, unless some water now being used for agricultural purposes is diverted to urban uses. No determination has ever been made as to the optimum size of the community which may be equitably served by the groundwater resources in the County. Thus a precise determination of effect cannot be made at this time.

The groundwater resources of the County may also be impacted by the presence of increased areas of impermeable surfaces within the urbanizing areas. Aquifer recharge areas have been identified in nearly every community for which urban boundaries have been proposed. This takes on added importance when considering the overdraft problems described above. The following table indicates the percentage per acre that is typically paved in various single family residential densities.

Single Family Residential Lot Size (acres)	1. Percentage of each acre disturbed during construction	2. Percentage of each acre parcel.	3. Sewage Generation in gals per acre per day.
>5	0 - 5	0 - 2 1/2	0 - 100
2 - 5	5 - 10	2 1/2 - 5	100 - 200
1 - 2	10 - 15	15 - 10	200 - 400
1/2 - 1	15 - 25	10 - 20	400 - 800
1/4 - 1/2	25 - 50	20 - 33	800 - 1600
1/8 - 1/4	50 - 75	33 - 50	1600 - 3200
1/16 - 1/8	75 - 100	50 - 75	3200 - 6400
1/16 >	100	75 - 100	6400 <

(Source - Urban Land, Sept. 1972)

Obviously, the redirection of population growth into urbanizing areas will generate increased amounts of waste requiring treatment. Thus, the chances of groundwater degradation and pollution of surface water sources will be measurably increased. This is especially important in areas where sub-standard community treatment facilities currently exist, or where wastes are disposed through individual septic tanks.

(b) Atmospheric Impacts: Increased population concentrations will inevitably result in more traffic on streets and highways. Since the internal combustion engine is the principle producer of photochemical smog in the valley, it can only be concluded that the air pollution problem will be magnified within the urbanizing areas. However, since urban boundaries encourage the development of concentrated urban settlement, the average per capita miles of travel within the urban areas may be reduced. If this is the case, then it could be stated that urban boundaries would result in overall lower air pollution levels than might be expected from the same magnitude of population growth in a more conventional layout (e.g. scattered, leapfrog subdivisions).

As previously stated, urban boundaries will have a profound effect in pre-empting existing agricultural uses. The loss of agricultural land could result in two atmospheric-related effects, neither of which is considered adverse:

- (1) The loss of producing agricultural land could result in lowering the levels of particulate matter in the atmosphere. Obviously, if producing lands are converted to urban use some of the agricultural operations which produce dust and smoke will no longer exist.
- (2) Pre-emption of agricultural uses also results in lowering the total amount of irrigated acres. This could tend to reverse the recent trend toward higher humidity levels during summer months. Studies have concluded that summer humidity in the valley is closely tied to the expansion of irrigated acreage in recent years.

It should be cautioned that both these effects are minimal and may not be measurable for some years to come. Another unquantifiable effect would be the possibility of new polluting industries locating within the urban boundaries. It is reasoned that if urban boundaries are to encourage population intensification an expanded economic base is a necessity. It is possible that some of the new industries could be major air pollution sources.

The expansion of urban areas in the County will also result in the expansion of the urban "climatic" effect. The meteorological consequences of urbanization have been known for some time. Studies show that urban areas typically have higher temperatures, lower relative humidity, more dust particles, more cloudiness, fewer days of sunlight, greater wind speeds, and more precipitation than surrounding agricultural areas. (Source - Detwyler) Although these effects can be anticipated in the long term, they cannot be measured precisely at present.

(c) Geological/Pedological Impacts: The most significant impact of urban boundaries upon the land will be the pre-emption of prime agricultural soils for urban use. The plan notes that "it is a true, if unfortunate, fact that nearly all of the eight cities and most of the unincorporated communities are located on these prime soils." Thus, not only will urban boundaries encourage the pre-emption of some agricultural uses, put the land being

set aside for urban use includes some of the best agricultural soils in the nation.

Soil erosion problems of a significant magnitude are almost unknown within the valley portion of the County. However, the urban boundaries proposed for Porterville and to a lesser extent, Woodlake and Lindsay, extend into the foothills. Any intense development on sloping land in these areas will result in destruction of the natural vegetative cover. Under such conditions accelerated erosion is inevitable, especially if the condition persists through the winter months.

Aquifer recharge areas are also a geological/pedological phenomena. The effect of urban boundaries on this important resource has been covered previously.

(d) Biotic Impacts: It is a foregone conclusion that the urbanization of the County's cities and towns will have an adverse effect upon the existing wildlife habitats in the valley. The pre-emption of these habitats for urban uses alone justifies this conclusion.

Although some habitats may be lost, some species may be beneficially impacted for the following reasons. Urban boundaries may have the effect of reinforcing or accelerating population migration from rural areas into the designated urbanized areas of the County. The effect of such movement would be to enhance and protect the habitat of rare and endangered species. However, whether or not these beneficial effects can be balanced against the adverse effects of habitat destruction is yet to be determined.

As previously stated, very little of the natural vegetation (valley grasslands) remains to this day. Urban boundaries are not proposed in areas where gallery forests have been identified.

(e) Sonic Impacts: Urban boundaries may encourage the further development of industrial uses within small unincorporated communities. This would tend to intensify any existing adverse noise conditions.

The development of major urban centers in the County will ultimately result in increasing noise levels in these areas. This conclusion is supported by findings in major metropolitan areas. However, a determination that the resultant noise levels could endanger health, safety and well being cannot be made at this time.

(f) Visual/Aesthetic Impacts: The loss of the small-town image is certainly a potential impact of the Urban Boundaries Element. Urban boundaries encourages the development of urban growth centers. The rural-neighborhood qualities which characterize many of these communities will ultimately be lost if such policies are carried out to the fullest extent.

3. Adverse Impacts Created By Existing Environmental Conditions:

(a) Flooding: The existence of flood prone areas within the proposed

urban boundaries is well documented (U.S. Army Corps of Engineers Floodplain Information Studies and Flood Prone Area Maps). Thus, one of the effects of the Urban Boundaries Element will be to encourage urban growth and development within flood hazard areas.

(b) Hazardous Soil Areas: Urban boundaries are proposed in three areas where shrink-swell behavior has been identified. These areas consist of Terra Bella, western Earlimart, and northeastern and southwestern Porterville. Conditions in these areas are so severe that special foundation requirements may be necessary to avoid foundation failures. The cost of maintaining streets and highways, sewer and water lines, and drainage facilities will be considerably higher in these areas.

The proposed urban boundaries also include areas which have ~~severe~~ soil pressure ratings for foundations. Soils which have been found to compress at less than 1,000 pounds per square inch have been identified in London, the extreme southern portion of Woodlake, and central and western Porterville. Low soil pressure ratings make intensive development in these areas more costly and less viable than in other areas.

4. Impacts on Community Facilities/Services:

Adequate assessment of the impacts on public service facilities is impossible at this time without more specific plans based upon the boundaries. In general it can be said that since urban boundaries will encourage population growth in urban places rather than scattered throughout the County, that corresponding service demands are to be expected. Certainly those communities which currently do not retain adequate levels of community services (see section III-c of this report) must eventually upgrade their service capabilities. These include but are not limited to education, health care, public safety, water systems, sewage treatment facilities, etc.

The same conclusion can also be reached regarding those communities which currently retain the full range of public services. Unfortunately, the magnitude of such demands simply cannot be determined without more specific proposals at hand.

However, since these service demands are confined within smaller areas, they can be more efficiently and economically provided.

Another factor to be considered is the effects of urban boundaries upon the energy reserves in the valley. With the current concern regarding the "energy crisis" it is important that plans and policies take recognition of the limitations imposed by current fuel shortages. This is especially true if the "crisis" becomes a long term condition in the area. Since urban boundaries will encourage development of consolidated population centers, it follows that energy resources will be more efficiently utilized.

5. Socio/Economic Impacts:

Population growth in urban centers will have a definite effect upon property values within the urbanizing areas. Whether these values would exceed those which might result from a more conventional growth strategy cannot be determined at this time. In any case, higher property assessments would result in strengthening the revenue base of local governmental and special districts.

Intensified growth and development could have a positive effect upon the employment base of each community. This is because urban boundaries indirectly encourages the development of a diversified (and, hence a more stable) economic base in each area. If we are to assume that the employment base in each community becomes more stable, then it follows that the total income shared by each community would be measurably higher.

The foregoing is largely based upon assumptions, and cannot be quantified without more detailed study in each community. The condition of a community's employment, economic base, and total income is a function of many other factors besides the existence of urban boundaries. Thus, the true impact of urban boundaries upon the socio-economic climate of each community in reality cannot be determined at this time.

6. Indirect Impacts:

If urban boundaries will encourage a redistribution of income, employment, and tax base, then it follows that many future land use decisions could be altered. The principle effects of this may well fall upon these communities for which urban boundaries have not been proposed. The adoption of urban boundaries will further strengthen the County's policy of concentrating public resources within "viable" urban areas. No firm commitment has been made as to what will happen with the "non viable" areas although the long-range goal of the County is to encourage relocation of population to more "viable" urban centers (Water and Liquid Waste Management Element). The fact that health and living conditions could deteriorate within these areas is a real possibility.

It has been implied that the proposed urban boundaries are too extensive in many areas. If urban development is allowed to extend out to the edge of the urban boundaries, then nearby agricultural land could be placed in jeopardy. Obviously these effects will not be felt for some time; nevertheless, as vacant land becomes more scarce within the boundary, pressures will begin to mount to extend the boundaries further. The plan provides a mechanism whereby boundaries may be changed (see Recommendation A-10).

The development of urban boundaries also tends to reinforce the existing jurisdictions, especially the incorporated communities. This is consistent with current planning policy designed to discourage development of new urban centers.

V. ADVERSE IMPACTS THAT MAY BE REDUCED OR PREVENTED BY MITIGATION MEASURES

A. Mitigating Measures Inherent in the Plan:

The following section identifies ways in which the Urban Boundaries Element tends to lessen some of the impacts of urbanization.

1. Pre-emption of Agriculture: The expansion of the County's existing urban areas will result in an irreversible loss of producing agricultural land and prime agricultural soils. Any growth strategy which encourages growth and development of the County's existing urban centers would have the same inevitable result. Urban boundaries do not discourage urban growth and development in general; however, the plan does confine growth to certain selected areas. For example, immediate (short-range) growth and development is encouraged only within the Urban Improvement Area (a 20-year growth line). For the most part, the Urban Improvement Areas are extensions of the existing urban edge of each community. Thus, the plan discourages premature urban development in rural areas and encourages concentrated development within areas that may be served by community facilities. Thus, the proposed urban boundaries will effectively delay the pre-emption of agriculture in many areas of the County. Furthermore, areas which lie outside urban boundaries are said to be withheld from urban development and, thus, preserved indefinitely in agricultural use.
2. Atmospheric Degradation: Urban boundaries will tend to lessen the effects of additional air pollution from growth and urbanization. This is because the urban boundaries concept encourages concentrated development which should lower or stabilize the total per capita vehicle miles of travel in each community. Thus, the per capita exhaust emissions from internal combustion engines should be measurably lower.
3. Loss of Aquifer Recharge Areas: One of the proposals of the urban boundaries concept refers to those areas which lie between the urban improvement area and the edge of the urban area boundary. It is anticipated that these areas will either become "holding zones" or "transitional zones." Transitional zones are considered appropriate for large lot suburban development (one to five acre parcels) which has minimal effects upon aquifer recharge areas (see Table in section IV of this report). The urban boundaries plan, however, does not specifically propose that this type of development be encouraged in aquifer recharge areas.
4. Impacts on Community Facilities: One of the fundamental urban boundaries objectives is to encourage coordination between the City and County regarding plans, policies and standards relating to matters affecting the orderly development of urban fringe areas. This is the fundamental long range goal of the plan. In the short term, the adoption of Urban Improvement Areas will facilitate the provision of curbs and gutters and other street improvements within urbanizing areas. It is anticipated that in the future these improvement standards will be expanded to include such things as sidewalks, community sewer and water connections, provision of school and park sites, etc. Thus, it can be argued that with urban boundaries local government is better prepared to deal with the problems of urbanization.

B. Mitigating Measures Found in Other Plans, Policies and Regulations:

1. California Land Conservation Act: The approval of agricultural preserves (and contracts) under this Act will be coordinated quite closely with urban boundaries principles (see Recommendation B-3) of the plan. Effective implementation will further restrain and delay the pre-emption of agricultural land by urban development.
2. Federal Environmental Pollution Agency (EPA) Standards: EPA ambient air quality regulations have established auto emission standards for various target dates in the future. If these emission standards can be realized, then it is projected that air quality in the basin will improve irregardless of localized effects of intensified population growth.
3. Water Quality Control Standards: The State Regional Board together with the County Health Department have major responsibility in preventing degradation of surface and groundwater supplies. Development activities in the urbanizing areas must meet the water quality standards of these agencies.
4. Flood Control Planning: The State Reclamation Board, and the County Planning Commission and Flood Control District have a standing agreement to coordinate various flood control activities in the County. This relates primarily to the adoption and enforcement of flood plain regulations in the flood-prone areas of the County. This is an on-going process, and will tend to mitigate the damaging effects of floods within urbanizing areas.
5. Building Code: The Uniform Building Code contains sections that will allow building officials to prescribe special foundation requirements for buildings located in hazardous soil areas (low soil pressure, shrink-swell behavior).
6. Transportation Planning: The Countywide Transportation Plan (currently in preparation) will assess the future transportation needs of the County's urban centers. Effective implementation of the transportation planning concepts (when adopted) will help to lessen the burden of increased vehicular traffic on the County's streets and highways.
7. Water and Liquid Waste Planning: The local governments in the County recently approved a comprehensive Water and Sewer Plan. Again, effective implementation of the County's sewer and water planning concepts will enable the urbanizing areas to lessen the impact on existing and future community facilities.
8. Other: The list of other plans, policies and regulations which would tend to mitigate the effects of population growth is essentially endless. The list would include such things as: Zoning Regulations, ERME Policies, Seismic Safety Programs, Recreational Planning, etc.

VI. UNAVOIDABLE EFFECTS

A. Adverse Effects:

The following list indicates those adverse effects which either cannot be effectively mitigated now, or, conceivable, sometime in the future.

1. Loss of Prime Agricultural Soil: Irregardless of the effect of urban boundaries in preserving prime land outside of urbanizing areas, the fact remains that some prime land will be converted to urban use.
2. Loss of Existing Crop Producing Lands: This is especially significant for those communities which lie in the County's thermal belt. Urbanization in that area will result in an irreversible loss of citrus and olive producing land.
3. Habitat Destruction: Urbanization within urban boundaries will probably result in destruction of the few native habitats which remain in those areas.
4. Increase in Noise Levels: Under current levels of technology, it is improbable that the increase in noise levels associated with population growth can be avoided.
5. Development Within Flood-Prone Areas: An unavoidable effect of development within flood-prone areas (even under flood proofing standards) is that the chance of flooding neighboring areas is measurably increased. This pertains to existing urban areas which have not benefited from flood planning concepts.

B. Other Unavoidable Effects:

The following effects are also considered unavoidable, yet no determination is made as to whether they are adverse or beneficial.

1. Shift in Economic and Employment Base: Agriculture will still remain the County's principle industry. However, the expansion of urbanized areas will inevitably result in diversification of industry. Thus, the importance of agriculture will be reduced in the long-term.
2. Loss of the "Small Town Image": Expansion of the existing centers will result in the loss of the rural community atmosphere. This will be especially true for the County's incorporated cities.
3. Expanded Demands for Community Facilities: Expanded population growth inevitably requires essential community services (see section IV-C-4) of this report).
4. Socio-Economic Impacts: Population growth and urbanization inevitably produces certain socio-economic changes in each area. Briefly these include increased property values, expanded employment, new revenues to local government, increased gross community income, etc. (See section IV-C-5 of this report).

5. Urban Climatic Change: Expansion of urbanized areas in general produces what is called a "urban climate". (See section IV-C-2(d) of this report).

C. Other Possible Unavoidable Effects:

Under current levels of technology and regulations the following effects could be considered unavoidable.

1. Overdraft of Groundwater Reservoirs: Localized overdraft conditions will be intensified by any significant additional growth in urban centers unless water is diverted from agriculture. Although protection and enhancement of aquifer recharge areas is a possibility, it is unlikely that the long-term trend can be reversed. Imported water from other portions of the State is probably the only long range solution.
2. Increased Air Pollution: The target dates for emission standards of automobiles have been delayed several times and currently have been suspended. A real question exists as to the viability of the EPA standards.

VII. ALTERNATIVES

A. No Urban Boundaries:

This alternative assumes that the County will continue to implement growth policies based upon existing or traditional planning programs (1963 Land Use and Circulation Element). Unfortunately, the record of achievement based upon these plans has not met original expectations. It has been realized for some time that these plans do not address themselves to the fundamental growth policy issues in the County. It has only been since 1972 when the County adopted ERME I that a specific stance was taken regarding the preservation of agricultural land.

State Law has recently changed to provide that application of zoning regulations be consistent with the adopted General Plan. This new requirement will give the 1963 Land Use and Circulation Elements more force of effect than previously enjoyed. However, the fact remains that without the urban boundaries program the County would have no overall growth strategy; and thus no yardstick with which to measure individual development proposals.

B. Utilize Other Boundaries as Urban Limit Lines:

1. Urban Improvement Areas: This alternative would involve utilization of only the Urban Improvement Area as urban planning areas for the County. The Urban Area Boundaries/Spheres of Influence would be disregarded except as they are required under LAFCD jurisdictions. Urban Improvement Areas are considered more realistic in terms of traditional planning philosophy. They are based on 20 year projections of urban land demand, plus a rather liberal flexibility factor.

If Urban Improvement Areas were designated as the ultimate growth boundaries of each community, then the following benefits could be expected to occur: (a) more prime agricultural soil and agricultural producing land would be preserved; (b) greater efficiency in the provision of community facilities would result from more concentrated urban development and more efficient use of urban land; (c) lower levels of urban population growth could be expected since less area is set aside for urban development; (d) in general, all the adverse effects generated by the proposed plan document would be measurably lower since less areas are involved.

Unfortunately, this alternative is not considered viable at this time due to the existence of the Spheres of Influence. The Spheres of Influence would permit the expansion of city boundaries outside the urban improvement area. Thus, a built-in condition exists that would permit local government to disregard the Urban Improvement Area as a holding zone for urban development. Furthermore, it is considered unrealistic to characterize the Urban Improvement Area as the ultimate growth area of the community since they are based upon 20-year projections. Thus, the potential exists for boundary modifications to occur, as each community grows and expands. It should be emphasized that the whole concept of urban boundaries is based upon the theory that once an urban limit is created, it should be relatively stationary. In this

sense, the Urban Improvement Area might be self-defeating.

2. Metropolitan Boundary Lines: One of the alternatives considered in the early stages of plan preparation was the utilization of the existing metropolitan boundary lines (match lines between County and City street naming and house numbering systems). This alternative was disregarded early when it was found that the lines have no functional relationship to projected urban development. (See Chapter I-B-1 of plan for further information.)
3. Other Boundaries: During the stages of plan preparation, especially during the formulation of Spheres of Influence, many different boundaries were proposed at different times for adoption. Originally, the first draft Spheres of Influence lines were remarkably similar to the proposed Urban Improvement Areas. However, when it became apparent that these boundaries would be considered as the ultimate urban limit, they were gradually extended out to their present positions.

C. Other Forms of "Limited" or "Confined" Growth Policies:

Under the Urban Boundaries principle urban growth is confined by a precise devinition of which areas are to become urban and, which areas are to remain rural. Other jurisdictions have attempted to use other rationale in seeking to achieve the same purposes. The following examples are hereby cited.

1. Building Permit Restrictions: Several communities in California have adopted ordinances whereby population growth is limited by the issuance of building permits and approval of subdivisions. In some cases, these were due to emergency conditions such as inadequate educational facilities and substandard municipal treatment facilities or water supply systems. In other cases the ordinance was based upon a concern for design amenity and environmental considerations. Examples of such systems can be found in San Jose, Livermore, Pleasanton, Petaluma, and Milpitas.
2. Threshold Theory and Analysis: This type of system soncentrates on the capital costs and efficiencies of development. The theory holds that the optimum size of a community can be determined through a capital cost minimizing technique which aims to reveal categories of urban development costs associated with extensions of the city environment. Such a study is currently underway in the City of San Diego. Usually a population ceiling is established wherein no further growth and development would be permitted after the ceiling is reached.
3. No-Growth Policy: An absolute no-growth policy is usually implemented on a temporary basis under severe environmental conditions (such as described in (1) above). To our knowledge no city or county in the State or Nation operates under a strict no-growth policy. Such policy is not considered realistic since it inhibits the economic growth and stability of an area.

D. Do Everything Possible to Encourage Growth:

Such a policy would be inconsistent with current National, State and Local

environmental objectives. To do everything possible implies that other considerations (environmental health, community well being, etc.) would be sacrificed. There is no indication at the local level that such a policy is either desirable or needed at this time.

VIII. RELATIONSHIP OF LOCAL SHORT-TERM USES OF THE ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

A. Fundamental Long-Range Policy Choices Inherent in the Plan:

The Urban Boundaries Element addresses several fundamental long-range policies which will guide the future direction of growth in the County. The basic underlying policies are as follows.

1. Growth Centers Concepts: The Urban Boundaries Element reflects the County's intention to encourage a "growth or service center" approach to Countyside public resource management. The concept involves both the concentration of population and corresponding public resources in certain specified areas in order to arrest deterioration or create progressive improvement within established communities.
2. Diversification of Economic Base: Although not specifically addressed in the Plan, it is evident that the Plan assumes that economic diversification is a major goal of local government. The population holding capacities of the boundaries could not be defended if such was not the case.
3. Effectuation of Urban Standards: Urban Boundaries establishes a framework of rules and regulations which require the installation of urban improvements within designated areas. It is thus, the long-range policy of the County to insure development to full urban standards within the viable communities.

B. Enhancement of Long-Term Productivity:

Although the Plan concentrates upon urban development problems, the most important net effect is to identify and preserve authentic rural environments. The establishment of ultimate growth boundaries suggests that the County is in effect preserving these areas for future generations to utilize and enjoy. Furthermore, the long-term enhancement of agricultural production in the County is guaranteed by the adoption of urban boundaries.

IX. IRREVERSIBLE ENVIRONMENTAL CHANGES WHICH WOULD BE INVOLVED IN THE PROPOSED ACTION SHOULD IT BE IMPLEMENTED

A. Basic Changes Generated by Urban Boundaries:

Urban Boundaries will essentially provide that in certain areas urban environments will replace agricultural land. The types of urban activities and intensities have yet to be determined. The only specific recommendations for actual improvements stated in the Plan refer to those which would be made a condition of approval of building permits. At this time these provisions are limited to provision of curbs, gutters and street improvements.

B. Balancing Effects of the Plan:

Although it is obvious that some environmental loss will be incurred as a result of urban boundaries, it is felt that the benefits to be derived are far greater, especially in the long-term. The benefits manifest themselves in the preservation of the agricultural and open space resources of the County. It is felt that these far exceed the costs to the environment that have been identified in this report (although it is important to caution that actual costs are impossible to determine).

X. GROWTH INDUCING IMPACT

A fundamental question in evaluating the impact of urban boundaries has to do with whether the Plan actually encourages growth. It is clear that the Urban Boundaries policies are based upon "confined growth" concept. Thus, it may be argued that by adoption of the Plan the County is committed to discouraging some growth that otherwise might have been approved.

Urban boundaries will encourage concentrations of population within urbanizing centers. It is highly probable that more growth will occur in these areas under the Plan, than would occur without it. This is because rural or suburban developments (one to five acre lots) will not be encouraged outside urban areas especially where they are proposed on prime agricultural soils. A result would be that the trend toward rural residential "estates" will be somewhat reversed. Thus, the population that would have otherwise been located in these areas, will now be situated within the urbanizing centers.

XI. CONCLUSIONS

The principle problems or effects associated with urban boundaries lies not in the principle itself, but in the actual location of the boundaries. The tables in Chapter II of the Plan support the contention that the boundaries are far too large, even for ultimate growth boundaries. However, these are mitigated to some extent by the provision of Urban Improvement Areas within the ultimate Urban Area Boundaries. Furthermore, the policies in the Plan specify that the existence of the boundaries shall not be used as justification for leap-frog development.

In any case, the benefits to be derived from the Plan far exceed its limitations. Few County governments have had the courage to even consider, much less adopt a formal policy to control or confine growth.

XII. COORDINATION

This Environmental Impact Report was prepared by the Tulare County Planning Department in accordance with the directives of the Tulare County Board of Supervisors.

XIII. FINAL STATEMENT

Further statements from public and private agencies that have been and/or will be notified are to be attached upon the completion of this report. These statements, verbatim, will reflect the opinions of persons and agencies contacted in reference to this document. Responses to significant environmental points raised in the review and consultation process will be addressed in the form of an attachment to the FINAL Environmental Impact Report.

Respectfully submitted,

TULARE COUNTY PLANNING DEPARTMENT
Robert L. Wall, Planning Director



George E. Finney, Planner III

GEF:mn

APPROVED BY 
ENVIRONMENTAL REVIEW COMMITTEE

2-27-74
DATE

30 Days
REVIEW PERIOD

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- * Environmental Impact Report for Proposed Revision of the Sacramento County
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E.R.C. 74-83/EIR
Urban Boundaries Element

RESPONSES TO COMMENTS:

In general the following comments are addressed to the individual review remarks which have been assigned special paragraph numbers as follows:

Comment D-1:

Comment D = Comment "D" as noted on the lower right hand corner of the comment.
D-1 = Paragraph 1 as noted on the right hand margin of the comment.

Comment A:

This comment supports one of the basic goals of the Urban Boundaries Element, that is, to preserve "the agricultural economic base and Open Space resources of the County." No response is required.

Comment B:

No response is necessary.

Comment C:

At present, it is believed that the Urban Boundaries program may be effectively implemented without any expansion of County Staff. The technical personnel of the Health, Building, Public Works and Planning Departments are fully capable of carrying out the various proposals of the Plan Element under current Staff authorizations.

Comment D:

This comment does not address the Environmental Impact Report. Therefore, no response is necessary.

Comment E:

No response is necessary.

Comment F:

The concerns expressed in this comment are not meaningful at this point in the development of an Urban Boundaries program. It should be emphasized that by the adoption of this plan, the County is essentially establishing guidelines for specific ordinances and regulations yet to be adopted.

However, it is possible to respond to these concerns even though the ordinances which will effectuate the Urban Boundaries program are still in the rough Draft stage. Section 7465 of the proposed ordinance states as follows: "When it is not feasible for the owner to perform the required improvements at the time of issuance of the building permit, the applicant may make a deposit of money with the County to pay for the cost of the work...such a deposit shall be held by the County solely for the performance of the required work and if said work has not been completed within fifteen (15) years after the date of deposit, the County shall return the amount deposited by the owner, without interest, to the owner, his heirs or assigns..."

Under the authority which would be granted by this section, the County would be able to delay the required improvements in some cases (such as the example cited in the comment) until such time as improvements along the entire section of roadway are deemed appropriate. It is not the intention of the County to require improvements for every building permit without exception. This would result in a haphazard, incremental system of curbs, gutters and street improvements which would constitute a hazard to public safety.

Comment G:

No response is necessary.

Comment H:

The concerns over compatibility between the Urban Boundaries and those boundaries established under the functional classification study may be somewhat overstated. There is no requirement that the boundaries adopted locally (the Urban Boundaries Element) and those established at the State level have to be identical. Certainly for ease of utilization it would be desirable that the boundaries be the same. It is our opinion that since the Urban Area Boundary and Urban Improvement Areas are the most recent planning areas developed, that the functional classification boundaries should be changed accordingly. Negotiations to change these boundaries to be compatible with those established under the Urban Boundaries Element should be initiated as soon as possible.

Comment I:

No response is necessary.

Comment J:

No response is necessary.

Comment K:

This comment notes that the Pixley PUD is in the process of annexing property that will be in conflict with the Urban Area Boundary proposed for that community. The recommendation that Urban Area Boundaries be eventually adopted as Spheres of Influence for local public utility or community services districts (Recommendation A-8) is only a proposal at this time. The Local Agency Formation Commission has yet to establish a Sphere of Influence for the Pixley Public Utility District. Therefore, at this point in time, it would appear that the proposed annexation could be approved. Furthermore, since the property involved is County-owned, it is doubtful that any serious problems arising from the conflict would result.

Comment L:

L-1:

The Impact Report noted that the urbanization process would inevitably result in an increase in the area of paved surfaces within the designated urban areas which would in turn cause increased runoff (page 19). The question really should be whether the Urban Boundaries Element will encourage more paved surfaces than would otherwise occur under existing planning policy. The thrust of the E.I.R. would seem to indicate that while no increase in paved surfaces would be expected overall, in some areas (the identified urban areas) paved surfaces would be concentrated more

intensely than might otherwise occur. This would result in increased expenditures for public facilities necessary to accomodate the added runoff for those areas. However, this is negated to some extent by the fact that such facilities would be more concentrated and, hence, more efficient in terms of cost-benefit.

L-2:

In the example sited (City of Visalia) there is no doubt that the St. John's River, Mill, Packwood, and Cameron Creeks are logical disposal facilities for increased runoff within the Visalia Urban Area. The Urban Boundaries Element does not address itself to any specific problem in drainage control that might result from urban development in these areas. However, it should be noted that there are other means for disposal of storm waters in addition to utilization of existing streams. The Flood Control District, working in conjunction with existing municipalities, could be authorized to investigate these other means (e.g. storm water retention basins). Again, it must be emphasized that the Urban Boundaries Element constitutes only the first stage in developing an urban planning process for the County's urban centers. Discussion regarding specific problems of drainage, flood control and other related factors should logically come at a subsequent time in that process.

Comment M:

M-1:

Paragraph number 4 on page 27 of the E.I.R. notes that the County, in conjunction with the State Reclamation Board, is involved in an on-going process relative to the adoption and enforcement of flood plain regulations on the flood-prone areas of the County. Furthermore the County-wide Flood Control District is in the process of developing flood control works along the county's numerous streams and river channels. These programs will mitigate to some extent the adverse effects of urban development within flood-prone areas.

M-2:

The prupose of the "Goals" section of the Plan Element was to provide a brief statement of fundamental goals and objectives of the Urban Boundaries program. There is no intention here to specifically define development goals beyond the level of specificity inherent in the Plan. Therefore, to include specific mention on minimizing development in flood-prone areas would be inappropriate within the context of the Urban Boundaries Element. The County's Open Space Element adequately covers this particular subject. In any case, the County's policy on development in flood-prone areas is implied in Goal number 2 (page 8) which states the objective to preserve "open space resources" of the County. The term "open space" is quite broad and is interpreted to include flood-prone areas.

M-3:

It is not necessary to specifically identify flood plain management within the context of County-wide growth policy. Certainly, flood plain management is one of a number of different plans, policies and ordinances which will be necessary to carry out the concept of the growth policy.

M-4:

The maps in Chapter III of the Plan Element will be improved after the adoption of the Plan Element Draft. The maps will be redrawn to show precisely where the various boundaries are situated in relation to physical features in each area.

Comment N:

No response is necessary.

Comment O:

No response is necessary.

LETTERS RECEIVED:

March 29, 1974	Tulare County Agricultural Commissioner
March 28, 1974	Tulare County Sheriff-Coroner
March 15, 1974	Cloer Community Service District
March 30, 1974	Springville Public Utility District
March 29, 1974	City of Visalia
April 3, 1974	Pacific Telephone and Telegraphy Company
April 4, 1974	Cutler Public Utility District
April 5, 1974	Tulare County Public Works Department, Traffic Control
April 9, 1974	City of Exeter
April 10, 1974	Southern California Gas Company
April 10, 1974	Pixley Public Utility District
April 16, 1974	Tulare County Public Works Department, Flood Control
April 22, 1974	State of California, Reclamation Board
April 24, 1974	U.S.D.A. Soil Conservation Service
April 18, 1974	State of California, Department of Fish and Game

FINAL APPROVAL:

Approved by W.D. L.
ENVIRONMENTAL REVIEW COMMITTEE

4-29-74

DATE

CLYDE R. CHURCHILL
AGRICULTURAL COMMISSIONER



TELEPHONE 732-5511 EXT. 306

OFFICE OF
TULARE COUNTY AGRICULTURAL COMMISSIONER
COUNTY CIVIC CENTER
VISALIA, CALIFORNIA 93277

March 29, 1974

Environmental Review Committee
Planning Department
Room 107, Courthouse
Visalia, CA 93277

Attn: George E. Finney, Planner III

Dear Sir:

After careful study of Environmental Impact Report E.R.C. 74-83/EIR, the following is our response.

The Agricultural Commissioner's Office has adopted as its attitude that sprawl type or leap frog development of a premature nature that endangers prime agricultural lands in Tulare County should be avoided whenever possible.

It is the feeling of this department that agriculture and its related fields are the most important base of the economy of Tulare County. It has been, and will continue to be the duty of this department to promote and protect the Agricultural Industry of Tulare County and the State of California.

At the same time, we realize that progress in other areas must be allowed to continue. This would also apply to the protection of such things as scenic corridors, historical sites, and rare and endangered animal species.

Therefore, it would appear to us that the proposed urban boundaries element would be a valuable and necessary tool of the Tulare County area general plan and we would have no opposition to its adoption as it is now proposed.

Sincerely,

Clyde R. Churchill
Agricultural Commissioner

Roger Brown
Roger Brown, Deputy

RB:mm

County of Tulare



OFFICE OF
BOB WILEY
SHERIFF-CORONER

COUNTY CIVIC CENTER
POST OFFICE BOX 510
VISALIA CALIFORNIA 93277

March 28, 1974

Environmental Review Committee
Gloria S. McGregor, Secretary
c/o Tulare County Planning Department
Room 107, Courthouse
Visalia, California 93277

ATTN: George E. Finney, Planner III

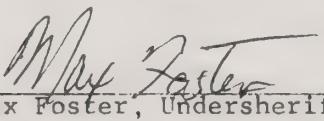
RE: E.R.C. 74-83/EIR
Urban Boundaries Plan, Resolution No. 4081

Dear Ms. McGregor:

It does not appear that the urban boundaries element of the Tulare County General Plan will have any adverse affects on the level of law enforcement offered by the Tulare County Sheriff's Office.

Very truly yours,

BOB WILEY, Sheriff-Coroner


Max Foster, Undersheriff

bm

County of Tulare



ENVIRONMENTAL REVIEW COMMITTEE
PLANNING DEPARTMENT
Telephone (209) 732-8811 - Ext. 341
Room 107, Courthouse
VISALIA, CALIFORNIA 93277

March 15, 1974

Cloer Community Service Dist.
c/o Mr. Thomas Cloer, Pres.
11939 Road 208
Porterville, CA 93257

Gentlemen:

May we please have your response to the enclosed Environmental Impact Report? It would be helpful to us to have your reply as soon as possible. We have a review period of 60 days.

Sincerely,

ENVIRONMENTAL REVIEW COMMITTEE
Gloria S. McGregor, Secretary

George E. Finney, Planner III

GEF:cs

Encl: E.R.C. 74-83/EIR

An excellent plan, just what the County needs. We have taken many thousands of man hours to organize & complete. My only thought is how difficult it will be to administer and to implement. New jobs and maybe more taxes.

Sincerely
C. Thomas Cloer, Pres.

Springville Public Utility District

POST OFFICE BOX 434
SPRINGVILLE, CALIFORNIA 93265
TELEPHONE (209) 539-2869
30 March 1974

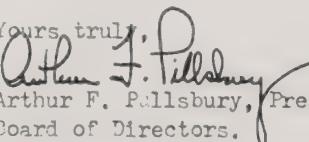
Environmental Review Committee
Planning Department
County of Tulare, Room 107 Courthouse
Visalia, California 93277

Dear Sirs:

Your letter of 15 March 1974, along with the publication "URBAN BOUNDARIES" has been received. You have requested comments on that publication. The unincorporated town of Springville is not included in the substance of the report. Actually, the growth of Springville is severely limited because of problems of water rights. SPUD utilizes surface water to supply the town, the quantities which we can use for this purpose are limited because of the nature of the doctrines of appropriation and prescription. Most cities in the County utilize generally percolating ground waters, the law for which is under the California Rule of Correlative Rights. The quantity of water that can be pumped increases as the area of urban development increases, regardless of the adequacy of the ground water supply. Also, on an area basis, urban development tends to use a little less water than the irrigated agriculture which is displaced. A sizeable ground water supply is found only in the flood plains, and to a limited extent, in river wash (to which surface water law applies). Thus, growth of Springville is limited, and SPUD cannot expand its boundaries. There is the possibility, through exchange, of acquiring rights to imported water, but SPUD does not have the capital necessary to obtain such water rights necessary for future use.

You speak of the environments of the foothills and mountains as "fragile environments". Where housing is located on riverwash in the foothills, the environment certainly is fragile, but hardly in the low rolling foothills (upland residual soils). Also, in the mountains, where slopes do not exceed about 50 %, naturally or because of unwise alterations (such as from wide city-like streets in the small subdivisions), the environment is again hardly fragile. The best candidate for a fragile environment is to put urban development on the flood plains (the prime agricultural land). In the long run, that is where cities should not be developed, but where the bulk of Tulare County's cities are. Unfortunately, this can be corrected only by drastic changes in federal and state policies, which now give urban sprawl high priority.

Specifically, you requested comments on the EIR, which is the latter part of the publication. As a member of the State Environmental Quality Study Council during its three year life, I was never impressed by the regulatory concepts continually advanced to improve the quality of the environment, including the concept of the EIR, and I was discouraged by the lack of interest in changing the basic policies that are responsible. Therefore, I will not comment on the EIR.

Yours truly,

Arthur F. Pillsbury, President
Board of Directors.



March 29, 1974

Tulare County Planning Department
Environmental Review Committee
Attn: Gloria S. McGregor, Secretary
Room 107, Courthouse
Visalia, CA 93277

ENVIRONMENTAL IMPACT REPORT E.R.C. 74-83/EIR URBAN BOUNDARIES

The City of Visalia has reviewed the Environmental Impact Report E.R.C. 74-83/EIR Urban Boundaries. We find the EIR complete and comprehensive.

We have no additional comments to offer on the EIR.

Culley Polehn

CULLEY POLEHN - PLANNING DIRECTOR

THE PACIFIC TELEPHONE AND TELEGRAPH COMPANY

1515 SOUTH MOONEY BOULEVARD • VISALIA, CALIFORNIA 93277
AREA CODE 209 734-2411

J. F. DANNER
DISTRICT MANAGER

April 3, 1974

George E. Finney, Planner III
Planning Department
County of Tulare
Visalia, California 93277

Dear Mr. Finney:

We are concerned by your proposed C-5 & C-7. As underlined on the attached copy of page 6 of the proposed Urban Boundaries portion of the Tulare County General Plan.

If the result of your proposed plan would be to allow, for example, an existing 60 foot county road to change in width to 80 or more feet on lots of less than 200 feet frontage causing existing utility pole lines along 60 foot right-of-ways to be 20 or more feet away from such required gutters and street improvements, a serious safety hazard may result.

Before we can support your proposal we need more information on this subject and will be happy to discuss it with you at your convenience. Please call me for an appointment and I will arrange for an Engineer of our Company to accompany me.

Sincerely,

J F Danner
District Manager

JFD:ag

Attachment

cc: D. J. Robertson
T. M. Churchill

C-4. Amend parcel map requirements to eliminate private road easements within Urban Improvement Areas. All new parcels created under parcel map procedure within Urban Improvement Areas should be served by public access.

C-5. Amend parcel map requirements to provide for the full range of improvements as a condition of approval for all new parcels having a gross area of less than 2.5 acres, or less than 200 feet of frontage on a public right-of-way, located within Urban Improvement Areas.

C-6. Where desirable, the improvements specified above in Recommendation C-5 should be installed at the time the property is developed. This would be accomplished best by conditioning the issuance of building permits upon the installation of street improvements, rather than requiring such improvements at the time the parcel map is approved.

C-7. In cases where a parcel map is not involved, the Uniform Building Code should be amended to require road improvements, including curbs and gutters, to be installed as a condition of the issuance of a building permit on any property located within Urban Improvement Areas.

C-8. Amend the existing Metropolitan Boundaries established under the street naming and house numbering ordinance (Sections 7539-7564 of the Ordinance Code) to make them consistent with Urban Area Boundaries. (It is suggested, however, that this project be given a low priority in relationship to the other recommendations stated herein.)

D. MANAGEMENT

D-1. Establish policy which states that a city shall be afforded the right of review and comment whenever the County Planning Commission or Board of Supervisors considers matters affecting the unincorporated areas within each city's Urban Area Boundary. Opinions and recommendations voiced by the city on such referral matters should be given importance in rendering final decisions.

PHONE: (209) 528-3889

CUTLER PUBLIC UTILITY DISTRICT

P. O. BOX 427
CUTLER, CALIFORNIA 93618

April 4, 1971

Environmental Review Committee
Courthouse, Room 107
Visalia, California

Gentlemen:

We have studied the E. I. R. report on
your Urban boundries plan for the towns of the
County.

As we see no adverse effects to our town
or the Cutler Public Utility District. We agree
to it.

Sincerely;



Cyril Blythe
Superintendent

M E M O R A N D U M

April 5, 1974

TO: Environmental Review Committee
FROM: William R. Carr, Public Works Department
Traffic Engineer C-
SUBJECT: Environmental Impact Report No. 74-83

Referring to page 23 of the report dealing with population forecasts, the listed figures shown for 1990 differ from figures given to this office in October when we were beginning a study on the Functional Classifications of roadways in the County. For the most part, the differences are small, however, in both the Tulare and Woodlake Urban areas the difference amounts to approximately 10 percent.

Regarding the map for the Dinuba Urban Area, the Urban Area boundary more closely compares to the urban improvement boundary that was used by the City for their Functional Classification System of roadways. It is unknown at this time why the discrepancy, however, the boundary reported in the Functional Classification Study to the State is the one that the Department of Transportation will be using as Urban Improvement Boundaries for future studies.

Referring to the City of Lindsay Urban Area map, the map used by the City of Lindsay during their Functional Classification Study differs slightly from the Urban Improvement area in the report. The main difference is in the north part of town where the report shows the urban improvement area going north of Palm Street and the map used in the Functional Classification Study has no urban improvement boundary north of Fir Street.

Referring to the map of the Tulare Urban Area boundaries, the map in the report shows the Urban Improvement area going north of Cartmill Avenue between "J" Street and Highway 99. The map used by the City when preparing their Functional Classification System only shows the Urban Improvement Boundary going slightly north of Zumwalt Avenue.

Referring to the Woodlake Urban Area, the Urban

Memorandum
Page Two
April 5, 1974

Improvement area shown differs slightly from that used in the Functional Classification Study. The most significant difference is in the northwestern area where the report shows all of the area east of the Visalia Railroad and south of Avenue 352 being within the improvement area. The Functional Classification System map shows that boundary to be east of the Visalia Electric Line.

Referring to the Cutler-Orosi Urban Boundary map, there are slight differences in the Urban Improvement areas when comparing it with the Functional Classification Study map. Most of the discrepancies appear in the southwestern portion which is southwest of Cutler and the northeastern portion which is east of Orosi.

Referring to the Earlimart Urban Boundary map, the western boundary of the Urban Improvement Area is considerably different than that used for the western boundary of the Urban Improvement area in the Functional Classification Study. Where the report boundary parallels the railroad and Highway 99, the boundary in the Functional Classification Study paralleled Road 128 and the north-south streets.

Since the Functional Classification Study only considered the 10 largest populated Urban Areas, we have no comments on the smaller area's urban boundaries.

Based on the above, and primarily due to the importance the State and Federal Government may give to the Functional Classification Study, including possible revenues, we believe it is mandatory that any differences be resolved and reported to the State.

If you have any questions on the above, we can get together and discuss it.

WRC:mm

cc: Richard Welton

City of Exeter

P. O. BOX 237
EXETER, CALIFORNIA 93221

April 9, 1974

Mrs. Gloria S. McGregor, Secretary
Environmental Review Committee
Room 107, Courthouse
Visalia, California 93277

Attention: George E. Finney, Planner III

Dear Mrs. McGregor:

I have reviewed the Tulare County Urban Boundaries Element of the General Plan and find those portions applicable to the City of Exeter to be satisfactory to the development of the City of Exeter until the year 1985.

I believe extensive meetings were held and plans drawn to the point where the county prepared the maps in accordance with the wishes of the City of Exeter.

Therefore, I recommend the adoption of the Urban Boundaries Element of the Tulare County General Plan as prepared and approved on the 13th day of March 1974.

Respectfully,

CITY OF EXETER


Don Kemp
City Manager

DK:jk

W. H. KRAMMES
Manager
San Joaquin Valley Division

101 SOUTH FLORAL STREET • VISALIA, CALIFORNIA
Area Code 209 732-7961
Mailing Address BOX 591, VISALIA, CALIFORNIA 93277

April 10, 1974

Mr. George E. Finney
Planner III
Environmental Review Committee
Planning Department
County of Tulare
Room 107, Courthouse
Visalia, California 93277

Thank you for providing us a review copy of the Urban Boundaries Element proposed by the Planning Commission for adoption as part of the Tulare County area general plan.

We have no specific recommendations but offer the general comment that the urban boundaries philosophy facilitates our planning of Distribution facilities.

Upon final adoption by the Board of Supervisors, I would like to have two additional copies of the Urban Boundaries Element.

J. E. Albers
J. E. Albers
Distribution
Planning Supervisor

JEA:cy

cc: Mr. W. H. Krammes
File

PIXLEY PUBLIC UTILITY DISTRICT

POST OFFICE BOX 535

• PIXLEY, CALIFORNIA

April 10, 1974

Tulare County Planning Department
Environmental Review Committee
Room 107, Courthouse
Visalia, California 93277

Gentlemen:

We have received your environmental report, and would like to compliment you and your staff on its thoroughness. It shows a lot of work and effort has been expended on it.

Our Attorney Mr. John Berryhill of Tulare, on our behalf has now, or soon will have, an annexation proposal for all the appropriate Tulare Co. agencies, that will conflict somewhat with your report pertaining to our western service boundary.

We would appreciate your favorable review of our annexation proposal, as it not only benefit our service district, but also will soon benefit the Tulare Co. Road Department as they will soon be needing our district services.

Other than this one item we have no objection whatever with any of the other proposed boundary in your report.

Yours truly,

Monroe Ritchie
Monroe Ritchie, President
Pixley Public Utility District

MR:md

L. B. AUGUSTSON
PUBLIC WORKS DIRECTOR

RICHARD D. WELTON
ASSISTANT PUBLIC WORKS DIRECTOR
ROADS & BRIDGES

GEORGE R. MILLER
ASSISTANT PUBLIC WORKS DIRECTOR
PUBLIC SERVICES

**PUBLIC WORKS DEPARTMENT
TULARE COUNTY**

ROOM 203 COUNTY CIVIC CENTER
VISALIA, CALIFORNIA 93277

TELEPHONE (209) 732-5511
EXTENSION 376

OPERATING DEPARTMENTS:
ROADS & BRIDGES
SURVEYOR
REFUSE DISPOSAL
FLOOD CONTROL

April 16, 1974

County of Tulare
Planning Department
Environmental Review Committee
Room 107, Courthouse
Visalia, California 93277

Attention: Mr. George Finney

Dear Sir:

Reference is made to E.R.C. 74-83/EIR concerning Urban Boundaries.

The Urban Boundaries Element recognizes the potential drainage and/or flooding problems that can be created by consolidation of development, however, in our opinion these problems may be more severe than is indicated.

It should be noted that even development of agricultural land tends to increase storm water runoff. In the case of high density apartment developments, and commercial or industrial complexes where there are large roof areas and vast paved areas practically 100% of precipitation will run off.

If we use the City of Visalia as an example, you indicate that the St. John's River, Mill, Packwood, and Cameron Creeks traverse or adjoin the city. These are logical disposal facilities for runoff waters. The problem is, however, that there is an upper limit as to what flows these streams can safely carry. We do have a master plan of flood control but this plan does not go into the detailed study that would be necessary to determine future drainage needs. Unfortunately, the cost of rectifying drainage problems that occur as a result of long term developments, is prohibitive, if not taken care of as the area grows.

Yours very truly,

L. B. AUGUSTSON
Public Works Director

By Jack L. Carlsen
Jack L. Carlsen
Flood Control Engineer

JLC:mb

THE RECLAMATION BOARD

ROOM 1335, RESOURCES BUILDING
1416 9TH STREET • SACRAMENTO 95814



APR 22 1974
1100.00.000
Your File: ERC 74-83/EIR

Tulare County Planning Department
Courthouse, Room 107
Visalia, CA 93277

Attention: Mr. George E. Finney

Gentlemen:

We have reviewed the Urban Boundaries document. Both the Urban Boundaries and the draft Environmental Impact Report are well written. The draft Environmental Impact Report adequately discusses the impacts of implementing the Urban Boundaries element. We are pleased to note that the impact of flooding is mentioned in the plan element and discussed in the Environmental Impact Report.

With respect to the page 23 (EIR) statement on the Urban Boundaries element encouraging growth within flood hazard areas, we urge that the local governments enact flood plain management regulations to control the development of flood-prone areas.

We believe that the goals, pages 8 and 9, of the element should include specific mention on minimizing development of flood-prone areas.

We suggest that "including flood plain management" be added after "regulations" in the first sentence of the last paragraph on page 13.

Our only other comment concerns the maps following page 32. The maps would be improved by the addition of more main thoroughfare street names.

Sincerely,

A handwritten signature in cursive ink.

A. E. McCOLLAM
Chief Engineer and
General Manager

UNITED STATES DEPARTMENT OF AGRICULTURE
SOIL CONSERVATION SERVICE

3350 West Mineral King Avenue
Visalia, California 93277

April 24, 1974

Mr. George E. Finney, Planner III
Planning Dept., Rm 107
County of Tulare
Visalia, California 93277

Dear Mr. George E. Finney:

Ref: E.R.C. 74-83/EIR

We have reviewed the above draft environmental statement and find that there are no controversial items in the statement within the realm of the Soil Conservation Service's expertise and responsibilities. We find no conflict with any SCS on-going or planned programs or projects.

We appreciate the opportunity to review and comment on this proposed project.

Sincerely,

Bill R. Bruner

Bill R. Bruner
District conservationist

cc: Frederic E. Collison, A.G., Fresno



DEPARTMENT OF FISH AND GAME

1416 Ninth Street
Sacramento, CA 95814
G. Ray Arnett, Director



April 18, 1974

Mr. George E. Finney, Planner III
Planning Department
County of Tulare
Room 107, Courthouse
Visalia, CA 93277

Thank you, Mr. Finney---

---for the opportunity to review the Urban Boundaries Element of the Tulare County General Plan.

The delineation of the limits of urban development surrounding the many municipalities within the County is essential to protection of open space resources including wildlife. In this regard, the County is to be complimented in its attempt to establish urban boundaries.

The plan element adequately describes the need for delineating urban boundaries in order to provide a sound format for local and county planning. The environmental impact report adequately describes the project's impact on fish and wildlife resources. Therefore, we have no further comment on either the plan element or the environmental impact report.

We wish the County every success in implementation of the plan element.

Sincerely,

E. E. Fullerton
Director

CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD—
CENTRAL VALLEY REGION

SAN JOAQUIN WATERSHED BRANCH OFFICE:
3374 EAST SHIELDS AVENUE
P.O. BOX 2188
FRESNO, CALIFORNIA 93723
PHONE: (209) 488-5116



15 May 1974

County of Tulare
Environmental Review Committee
Planning Department
Room 107, Courthouse
Visalia, California 93277

Attention: E.R.C. 74-83/EIR

Gentlemen:

We have reviewed the subject report.

Inasmuch as the report deals with land use planning and not directly with water quality, we do not have any comments at this time.

Sincerely,

JAMES A. ROBERTSON
Executive Officer

Darrell J. Smith
By: Darrell J. Smith
Senior Engineer
San Joaquin Watershed



RONALD REAGAN
GOVERNOR

State of California
GOVERNOR'S OFFICE
OFFICE OF PLANNING AND RESEARCH
1400 TENTH STREET
SACRAMENTO 95814

May 9, 1974

Mr. George Finney
Tulare County Board of
Supervisors
Planning Department
Visalia, CA 93277

Dear Mr. Finney:

SUBJECT: SCH 74040182 - Urban Boundaries

Our office has granted the request of one of the State departments reviewing your project for a 30-day extension of the review period. The request was made by Mr. William C. Lockett, Air Resources Board, 1025 P Street, Sacramento 95814, (916) 445-0960.

Please feel free to contact the department for further information on your project and/or environmental impact statement and, if necessary, to arrange a meeting with the reviewing official. The review of your project will be completed on June 13, 1974.

You may call me or a member of my staff at (916) 445-0613, if you have any questions.

Sincerely,

Mark E. Briggs

Mark E. Briggs
Management Systems Officer
State Clearinghouse

MEB:pmt

cc: Reviewing Departments & Agencies



DEPARTMENT OF THE ARMY
SACRAMENTO DISTRICT, CORPS OF ENGINEERS
650 CAPITOL MALL
SACRAMENTO, CALIFORNIA 95814

REPLY TO
ATTENTION OF
SPKED-W

10 May 1974

Mr. George E. Finney
Environmental Review Committee
Tulare County Planning Department
Room 107, Courthouse
Visalia, California 93277

Dear Mr. Finney:

Reference is made to your letter of 15 March 1974 requesting our review and comments on a draft Environmental Impact Report (EIR) for the establishment of urban boundaries within Tulare County. We hope the following comments will be of help.

In numerous cases the urban area and urban improvement area boundaries include portions of the 100-year flood plain (areas with at least a one percent chance of being flooded each year). In most cases the flood hazard is due to sheet flow (flows with a depth of two feet or less on the average), and with proper floodproofing and drainage facilities, the structural damages resulting from flooding should be relatively minor. However, in several instances, for example, near Visalia, Woodlake, Cutler, and Farmersville, the urban area and urban improvement area boundaries include portions of the 100-year flood plain where the depth of flooding is substantially more than that for sheet flow. We believe that urban development should be avoided in these and similar areas having substantial flood hazards.

The discussion of flood hazard in the EIR under "Hydrologic Conditions" is restricted to the impact that sheet flows may have on urban development. This discussion should be expanded to include the impact that floodflows more substantial than sheet flow may have on urban development within the 100-year flood plain, since areas where such flows may occur are included within the urban area and urban improvement area boundaries.

SPKED-W
Mr. George E. Finney

10 May 1974

The references to flood hazard in the EIR would be more meaningful if they gave some indication of the flood frequency, since the frequency of flooding is of major concern when considering flood hazard potential. In urban areas the 100-year flood plain is of major concern since under the National Flood Insurance Program, it is used as the standard to identify flood prone areas.

Thank you for the opportunity to review and comment on the Urban Boundaries Element.

Sincerely yours,

a. d. Zimmerman
for GEORGE C. WEDDELL
Chief, Engineering Division



RONALD REAGAN
GOVERNOR

State of California

GOVERNOR'S OFFICE

OFFICE OF PLANNING AND RESEARCH

1400 TENTH STREET
SACRAMENTO 95814

June 14, 1974

Mr. George Finney
Tulare County Board of Supervisors
Planning Department
Visalia, CA 93277

Dear Mr. Finney:

SUBJECT: SCH 74040182 - Urban Boundaries

The above listed environmental document was submitted by the State Clearinghouse to numerous State agencies for review. The review has been completed, and there were no comments on the environmental document.

This letter verifies your compliance with environmental review requirements under the National Environmental Policy Act and/or the California Environmental Quality Act.

Thank you for your cooperation.

Sincerely,

Edward A. Loucks
Management Systems
Specialist
State Clearinghouse

EAL:das

OPR 11-C

Office Memorandum

★ TULARE COUNTY

TO : PLANNING DEPARTMENT
ATTENTION: GLORIA MC GREGOR
FROM : CARROLL E. CANNON, ASSESSOR

DATE: May 7, 1974

SUBJECT: ENVIRONMENTAL IMPACT REPORT URBAN BOUNDARIES ELEMENT

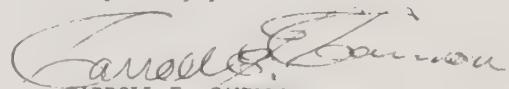
In response to the proposed Urban Area Boundary plan submitted for my comments, I have read most of the contents of the proposal and find that much of it proposes adoption of policies that would attempt to deal with area growth problems which would then of course involve the technical and administrative functions of your office. Most of these areas require a professional approach that lies outside of the property assessment field and neither I nor any member of my staff feel qualified to engage in analysis of the technical aspects of the proposal except possibly in an overall general way.

Valuation of urban areas lying inside and outside of city limit boundaries as well as those of unincorporated areas have caused many problems for the assessor and taxpayers in the past, but over a period of time these are usually dissolved through continued area development when land uses become clearly defined. Although this proposal was not designed to alleviate the Assessor's valuation problems, it would be of some interest to me to see if its implementation would have any influences in this area.

Referring to comment and recommendation under C-5 of Implementation, page 42, I will briefly state that my observations of urban land being restricted by contract under the California Land Conservation Act of 1965 leads me to an opinion that the expressed purposes of the act have not been served in respect to discouragement of urban expansion into prime agricultural lands. In fact it does not appear to have had any deterrent effect at all. However, I would concur in the recommendation that any agricultural preserves that might be caught up in designated urban areas be reviewed at 5 year intervals. This would seem to me to be compatible with the general principle stated in this part of the proposal.

Looking at the proposed Urban Areas of both incorporated and unincorporated areas a question arose as to why the unincorporated areas of Three Rivers and Springville were excluded as compared to some of the rather small communities of the county that were not.

Very truly yours


CARROLL E. CANNON
Tulare County Assessor

CEC/mp

BIBLIOGRAPHIC DATA SHEET		1. Report No. TUCYPL 74-114	2.	3. Recipient's Accession No.
4. Title and Subtitle URBAN BOUNDARIES ELEMENT An Element of the Tulare County General Plan		5. Report Date January 1975		
		6.		
7. Author(s) Tulare County Planning Department		8. Performing Organization Rept. No.		
9. Performing Organization Name and Address Tulare County Planning Department Room 107, County Civic Center Visalia, California 93277		10. Project/Task/Work Unit No.		
		11. Contract/Grant No.		
12. Sponsoring Organization Name and Address County of Tulare County Civic Center Visalia, California 93277		13. Type of Report & Period Covered General Plan Element		
		14.		
15. Supplementary Notes				
16. Abstracts Addresses local government problems related to determining appropriate policies for growth and attendant development standards within urban and non-urban areas. Identifies one approach to the problem whereby urban limits, termed "Urban Boundaries," are defined around cities and communities. Establishes "Urban Area Boundaries" which define ultimate growth areas wherein certain policies and standards relating to building construction, subdivision development, land use and zoning regulations, and other closely related matters affecting the orderly development of urban fringe areas are applicable. Establishes "Urban Improvement Areas" which define a 20-year growth area wherein it is the policy of the County to ensure development to full urban standards. Provides an understanding of the Urban Boundaries concept and how it may be implemented. Outlines the methodology used in defining the boundaries. Includes maps indicating the locations of the boundaries established in the plan. Includes an environmental impact report.				
17. Key Words and Document Analysis. 17a. Descriptors urban planning, land use zoning, urban growth and development theory, land subdivision regulations, intergovernmental coordination, building codes, conservation of natural resources				
17b. Identifiers/Open-Ended Terms				
17c. COSATI Field/Group 05 BEHAVIORAL AND SOCIAL SCIENCES: Administration and Management 08 EARTH SCIENCES AND OCEANOGRAPHY: Geography 13 MECHANICAL, INDUSTRIAL, CIVIL & MARINE ENGINEERING: Civil Engineering				
18. Availability Statement Release unlimited Tulare County Planning Department County Civic Center, Room 107 Visalia, California 93277		19. Security Class (This Report) UNCLASSIFIED	21. No. of Pages	
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